

# TOWN OF HOPEDALE MASTER PLAN



## PLANNING BOARD

APRIL, 1993



## ACKNOWLEDGMENTS

A Master Plan requires the commitment of a dedicated group of citizens who are willing to devote their time and energy to make a community a better place to live. The Central Massachusetts Regional Planning Commission would like to publicly acknowledge the efforts of those volunteers who worked on this Master Plan, and we urge others who read this report to continue to work on the many tasks that are yet to be accomplished.

This Master Plan was carried out under the supervision of the Hopedale Planning Board, who took the lead role in organizing the undertaking and seeing it through to completion.

### Hopedale Planning Board

D. Craig Travers, Chairman  
Michael Farrer, Chairman, Hopedale Master Plan Committee  
Thomas Anderson  
Brian Main, Building Commissioner  
Gordon Lewis, III

A Steering Committee was created to work with the CMRPC throughout the planning process. The Committee assumed responsibility for reviewing and approving all aspects of the Plan. Extremely valuable discussions among these participants helped to refine and improve the analysis and recommendations contained in this report.

### Hopedale Master Plan Steering Committee

Michael Farrer, Chairman  
Michael Milanoski, Services Subcommittee Chairman  
Alfred Sparling, Economic Development Subcommittee Chairman  
Kevin Doyle, Land Use Subcommittee Chairman  
Brian Main, Housing Subcommittee Chairman

The following individuals participated in the four subcommittees that were established to work on the specific elements included in this Plan. These subcommittees met on numerous occasions to review drafts of submitted chapters and to discuss policy implications of the findings and recommendations.

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Joanne Dutra	Helen Crossman	

Many Town employees also provided important data that was used in the preparation of this Plan, and their cooperation is greatly appreciated.

### Hopedale Foundation

Finally, the Town is indebted to the Hopedale Foundation. In these times of fiscal austerity, this Plan could not have been written without the foresight of the Foundation in recognizing the need for Hopedale to have a Master Plan and in providing the financial support to make it happen.

### Central Massachusetts Regional Planning Commission

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growth -  
60's vs 60's



## CHAPTER 1

### INTRODUCTION

#### A Concern for Hopedale's Future

Rapid growth can have a profound impact on a community's character and on its ability to provide essential services to the public. As once open land is developed for new housing or business activity, residents regret the loss of open space for its visual and recreational qualities. Traffic increases along major routes interfere with residents travel patterns. New households generate the need for additional services, especially for recreation, schools, and police and fire protection. Local officials have difficulty in maintaining current service levels, and strive to improve efficiency, but inevitably find that increased demands for services are not matched by increased tax revenue.

During the 1980's, Hopedale experienced unprecedented growth. The Town's population grew by 45%, and the number of housing units increased by 50%. New residences have been added to the Town's water and sewer systems, and increases in the school population have begun to raise concerns about the need to plan for and build a new school. The closing of the Draper Corp. facility in the late 1970's left the Town without its major taxpayer, employer and benefactor. While new employment came to the Town in the form of numerous small businesses, the road to economic independence has been a hard one for Hopedale. In fact, according to the Mass. Taxpayers Foundation, Hopedale has the highest residential, commercial, and composite tax rates in Worcester County for 1992.

As a result of the profound changes that Hopedale experienced in the past decade, local officials perceived the need to prepare a Master Plan to chart a new course for managing the Town's future growth and development. This is Hopedale's first Master Plan. It is intended to provide a firm foundation for understanding past trends and current development pressures, and to establish a blueprint to guide the actions of local officials in the years ahead.

#### The Planning Process

This Plan was prepared under the leadership of Hopedale's Planning Board. The Board recognized early on that the Town needed to prepare a Master Plan to help local officials act in concert on a common agenda for the long range good of the Town. To finance this endeavor, the Planning Board and Board of Selectmen approached the Hopedale Foundation for assistance. The Foundation generously agreed to underwrite the cost of the Plan. In addition, the Central Massachusetts Regional Planning Commission (CMRPC) offered a match under its Town Planning Grant Program (TPG) of \$5,000, which is available to all members of the Commission. Because of these incentives, the financial cost to the Town of Hopedale was zero.

To assist in the Plan preparation, the Planning Board formed a Master Plan Steering Committee, which was responsible for coordinating the various elements of the Plan. The Steering Committee wished to maximize citizen participation throughout the planning process, and solicited numerous volunteers among local citizens. These citizens volunteered to serve on one of four subcommittees depending upon their particular area of interest or expertise. One member of the Steering Committee was placed in charge of each of the four subcommittees. These subcommittees proved invaluable during the course of the study to review submitted drafts and apply their own knowledge and vision of how Hopedale could plan for a better tomorrow. This process helped considerably to strengthen the analysis and recommendations contained in this report.

### Plan Elements

Under M.G.L. Chapter 41, Section 81-D, each Planning Board is required to prepare a Master Plan for its community. Nine elements are outlined which, when completed, will "... provide a basis for decision making regarding the long-term physical development of the municipality". This Plan is considered to be Phase 1 of a two phase effort, and is intended to analyze existing conditions and trends, and to develop strategies to manage Hopedale's growth. Phase 2, Implementation, will involve the preparation of specific regulatory and institutional changes that are necessary to implement the findings and conclusions of Phase 1.

Of the nine required elements, five are addressed in this report: Goals and Policies, Land Use, Housing, Economic Development, and Public Services. Each of these elements is fully explored in the chapters contained in this report. One element, Implementation, will be completed in Phase 2. Thus, three elements are being postponed: Natural and Cultural Resources, Open Space and Recreation, and Circulation (traffic).

To further increase the public's involvement in this process, CMRPC and the subcommittees prepared a survey to assess the opinions and attitudes of a sample of Hopedale residents. The subcommittees drafted questions they felt were most pertinent to their element of the Master Plan to receive answers from the public concerning how the Town should respond to troublesome issues. CMRPC compiled the questions into one document, determined the mailing distribution, and analyzed the returns. The results proved to be of invaluable assistance to the subcommittees in understanding the concerns of the public and in formulating specific recommendations for future action.

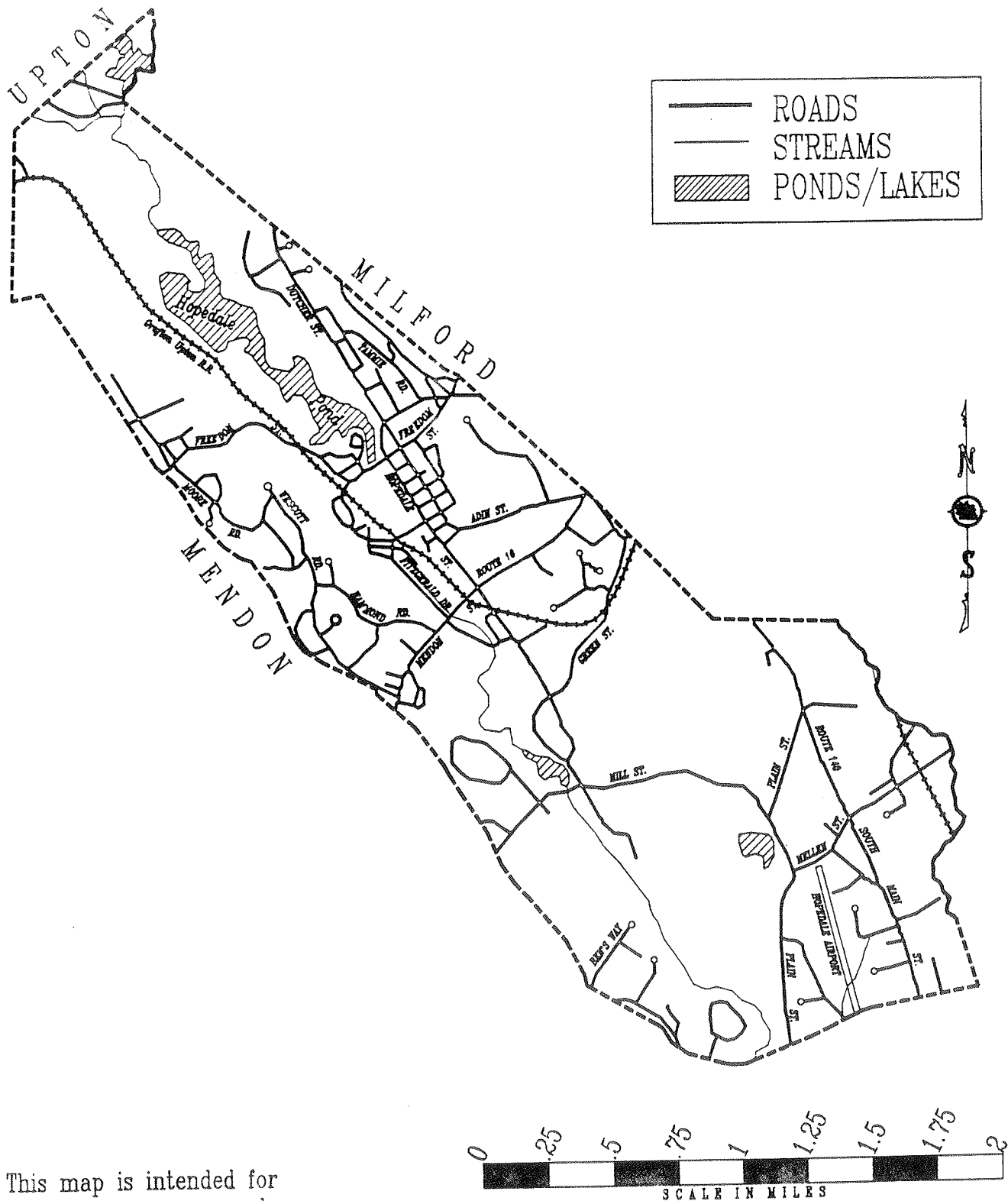
### A Note About the Maps in this Plan

In preparing a Master Plan, it is essential to have an accurate set of maps that depict natural features, land use patterns, and physical infrastructure. CMRPC prepared the maps in this Plan using Geographic Information System (GIS) technology, whereby computers

are used to read digital information to show the Town's geographic features. This approach provides great flexibility in overlaying mapped information for display and analysis.

Base information for these maps was obtained from the MassGIS office in the Executive Office of Environmental Affairs, which has compiled a wealth of data for all communities in the Commonwealth. In addition, CMRPC digitized new data where gaps existed, including new roads built in subdivisions since 1985, zoning district boundaries, water and sewer lines, steep slopes, and flood plains. The maps in the report will provide local officials with much useful information in guiding the future growth of the Town. As new information becomes available and is added to the system, the maps can be revised and re-plotted at low cost to maintain an accurate and current data set for local officials.





This map is intended for illustrative purposes only.  
Base map data provided by EOEa MassGIS.

# Town Of Hopedale, MA

## MAP 1: BASE MAP



## CHAPTER 2

### SURVEY RESULTS

#### Survey Approach

In order to increase public involvement in the Master Plan, a survey was conducted of a random sample of Hopedale households. Surveys are an important tool for assessing public opinion when it is not feasible to involve all the residents of a community in the preparation of a Plan. It allows a set of residents the opportunity to express their views on a wide variety of issues confronting their community. By striving to obtain a random sample, it is hoped that the survey returns will accurately represent the views of the entire community. Valuable insights can be gained about how the community as a whole perceives problems and their possible solutions.

Since an independent consultant cannot know all of the issues facing a community, it is necessary to rely upon the knowledge of the Master Plan participants to assist in formulating the questions to ask on the survey. In Hopedale, the questions were developed by the four subcommittees, and the survey was divided into separate categories based upon the major themes of the Plan: Economic Development, Land Use, Housing, and Public Services.

CMRPC compiled the questions and presented numerous drafts for review by the Steering Committee. The survey was mailed to 860 households in Hopedale under a bulk rate permit; this represents approximately 40% of all households and approximately 15% of all residents. A self addressed envelope was enclosed with the survey for return to CMRPC, or respondents could drop off their completed survey at the Town Hall. A total of 229 surveys were returned, for a response rate of 26.6%.

The Board of Assessors assisted by providing mailing labels for all properties in Hopedale, ordered consecutively by map and lot number. In order to insure that renters were adequately represented, a street list of residents was used to select the households to receive returns, and separate mailing labels were prepared for distribution to residents who were not listed as property owners on the Assessors mailing labels. Reflecting the breakdown of owner versus renter units, 78% of the surveys were mailed to owners, and 22% were mailed to renters.

#### Survey Findings

The survey form and statistical analysis of the returns for each question are contained in Appendix 1. The following sections describe the principal findings of this analysis for each major theme of the Plan.

## Land Use

1. Only 22.8% rated the Zoning By-Laws as good or excellent, and only 15.0% rated land use planning as good or excellent. It can be assumed that residents perceive a need to change land use policy and regulations in order to better manage development.
2. Residents strongly support efforts at promoting economic development. They wish to see more industrial development foremost, with additional retail development also highly desired.
3. Residential growth is perceived negatively; residents seem to believe that the population growth of the 1980's has not been balanced with non-residential development.
4. Residents are supportive of development on land already zoned for business or industrial use, but for land that would require a zoning change, residents were more cautious.
5. Manufacturing was the least preferred land use for most areas, except the Draper facility. Residents seem to feel that since the history of Hopedale is intertwined with the manufacturing that took place at the plant, future use of this facility for manufacturing is also acceptable.
6. At the Draper plant, other uses are also considered viable, including light industry, office and professional, and retail. Due to the complexity of re-developing this large facility, it is helpful that residents would consider a variety of possible uses, perhaps even a mix of several uses at the same time, in order to get the plant back to a productive use. The only uses residents do not wish to see occur here are housing related.
7. Commercial and retail uses seem to be desired by residents, but there is no strongly favored location. The Draper property had the highest rating for retail use at 46.3%, followed by Route 16 at 44.5%, which has little retail development in Hopedale at the present time.
8. Non-retail commercial activity is not supported anywhere in Town. Perhaps residents believe that commercial services in near-by Milford are adequate for their needs, and they do not wish to see the kind of strip commercial activity that occurred along Route 140 in Milford repeated in Hopedale.
9. Light industry and office and professional uses are perceived most positively for Hopedale, perhaps indicating that residents would support re-zoning to accommodate these uses.
10. Light industry received high marks for both the Airport (62.9%) and for the Draper Complex (52.8%).
11. Office and professional uses are perceived as appropriate for the Draper Complex (47.6%), Route 16 (43.2%), and North Route 140 (41.5%), but not at the Airport (32.3%).



12. The top five land uses rated as the highest priority for future development, in order, were:

1. light industry and warehousing
2. retail and other services
3. professional offices
4. active recreation areas
5. manufacturing

Uses that are not considered priorities include:

6. conservation areas
7. passive recreation facilities
8. detached single family homes
9. municipal services
10. attached housing units.

13. A large majority of respondents (79.3%) were in favor of allowing bed and breakfasts and inns in Hopedale. (This would require an amendment to the Zoning By-Law.)
14. There is moderate support (56.3%) for expanding allowable home occupations. Strong safeguards should be adopted to protect the neighborhood where home occupations occur.
15. There is strong support (76.4%) for adopting impact fees, which require major developments to pay fees to offset the projected costs they impose on Town services.
16. Respondents expressed a strong opinion that the Town should take steps to manage future residential growth. There is little support for restricting industrial or commercial development, adopting more restrictive zoning regulations, or in limiting water and sewer hookups.

#### Economic Development

1. Respondents believe that important benefits can be derived from encouraging business and industrial development. These include tax revenues to ease the burden on the residential sector and to help maintain and improve services, and more in-town jobs.
2. Clear majorities are in favor of developing land currently zoned for business and industry.
3. When it comes to re-zoning residential land for non-residential development, the only use that was supported was office and professional (58.2%).
4. The types of economic development most desired by residents was office and professional uses and light industry. Moderate levels of support were given for retail and commercial uses, with manufacturing only perceived as appropriate for the Draper property and the Airport.

5. There was a mixed response over whether public funds should be used for infrastructure improvements to help attract new business and industry to Hopedale: 37% were in favor of increasing taxes to fund such improvements, while 23% believed such improvements should only be financed from current revenues; 40% believed that Town funds should not be used for this purpose.
6. Respondents believed that the Town does not have enough land devoted to commercial and industrial uses: 87% favor increasing such uses. However, there is no clear indication what part of Town is most suitable for this kind of growth.
7. Economic development activities are ranked highly as priorities for future development. Out of ten land uses, light industry/warehousing, retail/services, professional offices, and manufacturing were all in the top five.
8. There is support for developing vacant Town property for industrial (62.4%) and commercial (61.0%) purposes, with only elderly housing (65.8%) receiving more support as a possible use of vacant Town property.

#### Services

1. The order in which respondents rated Town Departments from most favorable to least favorable is:
  - Fire Department
  - Highway Department
  - School Department and Health Department - tied
  - Police Department
  - Recreation
  - General Government
2. Residents expressed negative opinions in regard to user fees to pay for Town services. Over 70% were not in favor of user fees for trash pick-up, and 55% were opposed to their use for school bus transportation.
3. There appears to be strong support for regionalizing municipal services with neighboring communities:
  - Schools (72.5%)
  - Road maintenance (71.2%)
  - Police (67.4%)
  - Fire (60.9%)
  - Recreation (57.2%).

4. The ranking of repairs to municipal buildings in order is:

High School  
Memorial School  
Park Street School  
Public Safety Building  
Library  
Town Hall

5. The majority of respondents (56.9%) are not in favor of higher taxes to finance the repairs needed to these buildings. Only 15.8% supported this method.
6. There was very strong support for expanding the Town's recycling program - 78.8% indicated support for this activity.
7. Residents also strongly supported a household hazardous waste day where they may bring their unused household materials for proper disposal - 84.9% were in favor of such a program.
8. There seems to be a wide divergence of opinion on the academic quality of the Town's school system. On a scale of 1 to 10, with 1 being poor and 10 superior, 47.9% rated the system from 1 to 5, and 51.9% rated the system from 6 to 10. The most frequent responses fell in the average range (from 4 to 7) as 60.3% of the responses occurred here.
9. A majority (71.3 %) of respondents were willing to volunteer to work on public facilities if it meant saving tax dollars. The most frequent responses were:

Schools	89
Library	63
Parks and Ballfields	63
Roadside Trash Pick-up	46

#### Housing

1. There is a strong desire to control new housing growth in Hopedale. Respondents wish to place a cap on the number of new single family homes and to prohibit new multiple family housing. (There is currently no vacant land zoned for multiple family housing.)
2. Respondents are strongly supportive of new elderly housing - 69.3% in favor.
3. There is a lack of support for housing for low and moderate income families - 34.3% in favor.
4. Respondents did not favor offering incentives (such as density bonuses) to encourage the private production of housing for low and moderate income households.

5. There is very strong support (76.3%) for allowing in-law apartments.
6. Respondents strongly favor the use of vacant Town property for elderly housing. (Industrial and commercial development are also strongly favored.) There is little support for using Town land for market rate or subsidized housing.

#### Breakdown of Respondents

It is interesting to compare who returned the surveys with a demographic breakdown of the Town to see if a random sample was in fact achieved. Several questions were added at the end of the survey which asked respondents to report some basic information about themselves, including age, sex, owner or renter, type of unit lived in, and length of stay in Hopedale. This information is compared to data compiled from the 1990 Census.

	Census	Survey Returns
Sex:		
Male	47.5%	57.9%
Female	52.5%	42.1%
Tenure		
Owner	78.2%	94.7%
Renter	21.8%	5.3%
Type of Structure		
Single Family Detached	56.0%	69.5%
Single Family Attached	19.8%	13.6%
Other	24.2%	16.9%
Age (Residents < 25 not included)		
25 - 34	28.4%	16.5%
35 - 44	26.1%	27.5%
45 - 54	12.3%	17.1%
55 - 64	12.0%	11.4%
65 - 74	11.4%	18.5%
75+	9.7%	9.0%

Length of Stay in Hopedale\*

< 5 years	15.4%
5 - 10 years	27.6%
10 - 20 years	12.2%
> 20 years	44.8%

1985 - March, 1990	48.6%
1980 - 1984	13.2%
1970 - 1979	13.3%
Before 1970	24.9%

\* Comparison of the survey with the Census should be done with caution. The Census asked what year the person moved into the unit, while the survey asked how long the person has lived in Hopedale.



## CHAPTER 3

### LAND USE

#### Existing Land Use Pattern

Any discussion of the Town's land use pattern must first begin with mention of the Draper factory, for it is Hopedale's most dominating feature, as well as the focal point of its history. Built in the 1800's, and added to many times over the years, it not only provided employment opportunities for generations of Hopedale residents, but also was its primary benefactor. The Town grew and prospered around this manufacturer, and the Draper family provided the Town with needed services. Today the huge factory is largely vacant and unproductive. Perhaps the greatest challenge facing the Town today is to develop a viable re-use for the Mill, either by restoring the obsolete factory to accommodate modern industry, or to adapt the facility to a new use. In either case, re-use must be sensitive to the historic character of its neighborhood, and any new use of such a large facility will have significant impacts upon the Town.

Surrounding the Draper Complex is the Town Center, containing a collection of stately institutional buildings built by the Draper family to house the civic needs of the community. Several of these structures, such as the Public Safety Building, have not been well-maintained and are in need of repairs. A few small commercial uses are located in the area, as well as some single family and multiple family structures. The Town Center has largely maintained its character of a nineteenth century mill village dominated by public buildings of architectural and historic significance. Hopedale Pond provides visual relief to the starkness of the factory, and is the site of the Town beach. A pleasant walking trail around the Pond and near-by recreation facilities provide needed open space for local residents. Some newer construction has occurred in the Center which is not totally compatible with the established architectural character or with the existing development pattern. In order to preserve the identity and character of this area, future development, and re-development of existing structures, requires sensitivity and should be consistent with the prevailing design scheme.

Around the Town Center are older residential neighborhoods that once housed the workers to supply labor for the factory. This is a typical mill-village arrangement, with a large factory surrounded by mill worker housing, which enabled many of the workers to live within walking distance of their job. These neighborhoods are much denser than typical subdivisions of the modern era, but the compact clustering of homes fits comfortably into the topography. The houses, many of which are two or three unit structures, are generally well maintained and offer accommodations that are more affordable compared to the newer homes being built in the Town.

Hopedale is also distinguished by many beautiful estates built for the Draper family and industry executives. Adin Street is a beautiful tree-lined road with historic homes containing many fine examples of nineteenth century architecture. Adaptive re-use of such structures may be needed to allow current owners to continue to afford upkeep and maintenance costs. One good example is The Ledges, now a school for handicapped children. If desired, controls can be put in place to allow uses such as offices and bed and breakfasts in historic homes, but with design standards imposed to insure renovations are consistent with the character of the structure and compatible with the neighborhood.

As documented in Chapter 3, Hopedale experienced a population explosion in the 1980's as the population increased by 1,761 people (45.1%), and the housing stock increased by 690 units (50.4%). During this period, housing growth was primarily of two types: single-family attached (townhouse) condominiums, as exemplified by Laurelwood's 226 units, and large lot single family subdivisions in the outlying, undeveloped portions of the Town. These subdivisions have consumed much of the Town's remaining open space, but have created nice homes and spacious yards valued by today's housing consumer. These are typically the second home purchased by middle income families, and represent a step up in terms of house size and amenities from the buyer's starter home.

Through the foresight of the Draper family, the Parklands in the northwest part of Town were set aside as an open space preserve to be enjoyed by future residents, and today it offers a large area for passive recreation activities such as hiking and picnicking. The Hopedale Country Club in the south center portion of the Town is located on Town-owned land but leased to the Country Club; it provides pleasant open space as well as recreation for those who enjoy golf. Other significant open space is located along the Mill River. The wetlands and ponds associated with the River provides a continuous corridor of open space that should be preserved for recreation activities, wildlife habitat, and visual amenity.

More intensively developed lands for commercial and industrial activities are few, and are congregated in the southern portion of the Town. The Hopedale Airport is a small private airport, primarily serving the recreational flyer. Over time, a host of light industrial and commercial structures have located in the industrial park, providing an important source of tax revenue to the Town and employment for residents of the region. Small commercial and professional uses are scattered along the southern stretch of Route 140 and around the Town Center, but there are no large shopping centers in Hopedale. With the lack of activity in the Draper Complex, the principal industrial uses are the Rosenfeld Concrete plant, a large gravel extraction and concrete operation in south Hopedale, and Gerrity Millwork on Fitzgerald Drive near the Town Center.

The rapid growth of the previous decade consumed a great deal of Hopedale's vacant land; the Town is small in area, and much of the good developable land has already been spoken for. Hopedale now



has a distinctly small-town suburban character and is entering a new stage of maturity where future growth will be slow. Residential development has out-paced commercial and industrial growth, and the Town's tax base is now heavily dependent upon homeowners to pay for Town services. In the years ahead, housing development will occur both in new subdivisions and as single house lots with frontage on existing public ways. Non-residential development will likely occur at a slower pace, and suitable land is needed to meet future needs. Re-development of the Draper property will have a profound impact on the Town, but it is not likely that other large-scale developments will occur that will have major impacts on Hopedale. Finally, where opportunities arise, open space should be acquired by the Town or set aside by developers, especially those lands that are difficult to develop and play important roles in protecting the Town's environmental quality.

#### Recent Building Permit Activity

Building activity of recent years is displayed in Table 1 below, which contains the figures for issuance of building permits by fiscal year for new housing units since 1984 from the Town's Annual Reports; building permit information for preceding years was unavailable. The figures reveal rather rapid growth of new housing construction during the middle portion of the decade, with over 100 building permits issued for three consecutive years from FY '84 - '86. There have been no permits issued for multiple family dwellings since FY '86; furthermore, due to the economic recession that has occurred in the region, residential construction has slowed to no more than a trickle of single family homes. Over this period, non-residential construction has been slower by comparison, but showing less fluctuation than residential building; a total of 35 building permits were issued for commercial and industrial construction since FY '84.

TABLE 1

#### BUILDING PERMITS BY FISCAL YEAR

	84	85	86	87	88	89	90	91	Tot.
Single Family Units	36	105	109	70	45	32	6	6	409
Multi-Family Units	85	61	51	0	0	0	0	0	197
Total Units	121	166	156	70	45	32	6	6	606
Commercial & Industrial	0	6	6	4	4	9	4	2	35

Source: Annual Reports

It can be expected that single family housing construction will pick up when the current recession ends. The years 1994 - 1998 are

likely to have moderate levels of single family building activity, but it is not expected that permit levels greater than 100 units per year will be reached again. This is only likely to change if Town Meeting approves Zoning Map amendments to accommodate new multiple family developments, or comprehensive permit applications are filed which supersede local control.

### Land Use Change

An important element of a Master Plan is an accurate account of land uses within a municipality and an assessment of change that has taken place over time. Identifying trends can help local officials to target growth management strategies most applicable to the type of change that is taking place in the community.

The University of Massachusetts developed a statewide land use classification system based upon an interpretation of aerial photographs. Flights occurred in 1971 and again in 1985, which makes it possible to analyze land use trends in Hopedale during this period. Twenty-one land use and vegetative cover types are included in this classification system, with Hopedale showing acreage in eighteen categories. The number of acres in each land use category in 1971 and 1985, and the changes in each category during those years, are shown in Table 2.

In addition to interpreting the aerial photos and calculating land areas, this data has been captured in digital form for mapping purposes. Map 2 shows the extent of the developed areas in Hopedale in 1985, and Map 3 shows the areas that were undeveloped at that time. While Hopedale experienced considerable development since 1985, a current land use coverage based upon 1992 photography is not expected to be available until 1994.

In 1985, of the Town's 3405 acres, 1842 acres (54%) were forested; these forested lands appear evenly distributed throughout the Town. Very little agricultural land remains in Hopedale, with only about 20 acres appearing on Map 3, Undeveloped Land, in three separate parcels. A significant amount of wetland area (96 acres) and open water (110 acres) accounts for 6% of the Town's land area. Map 4, Environmental Constraints, shows additional wetlands that were added from the USGS topographic maps that cover Hopedale; while some overlap is evident, the two different sources depict the most likely locations for wetlands in the community. Adding the acreage for open land (56 acres), participant and spectator recreation (86.5 acres, primarily the Hopedale Country Club), and urban open lands (59.7 acres) to the categories above, a total of 2269.5 acres, or two-thirds of the Town, were undeveloped in 1985. Some of the undeveloped forest land in 1985 has since sprouted single family subdivisions and would not be reflected in the 1985 totals.

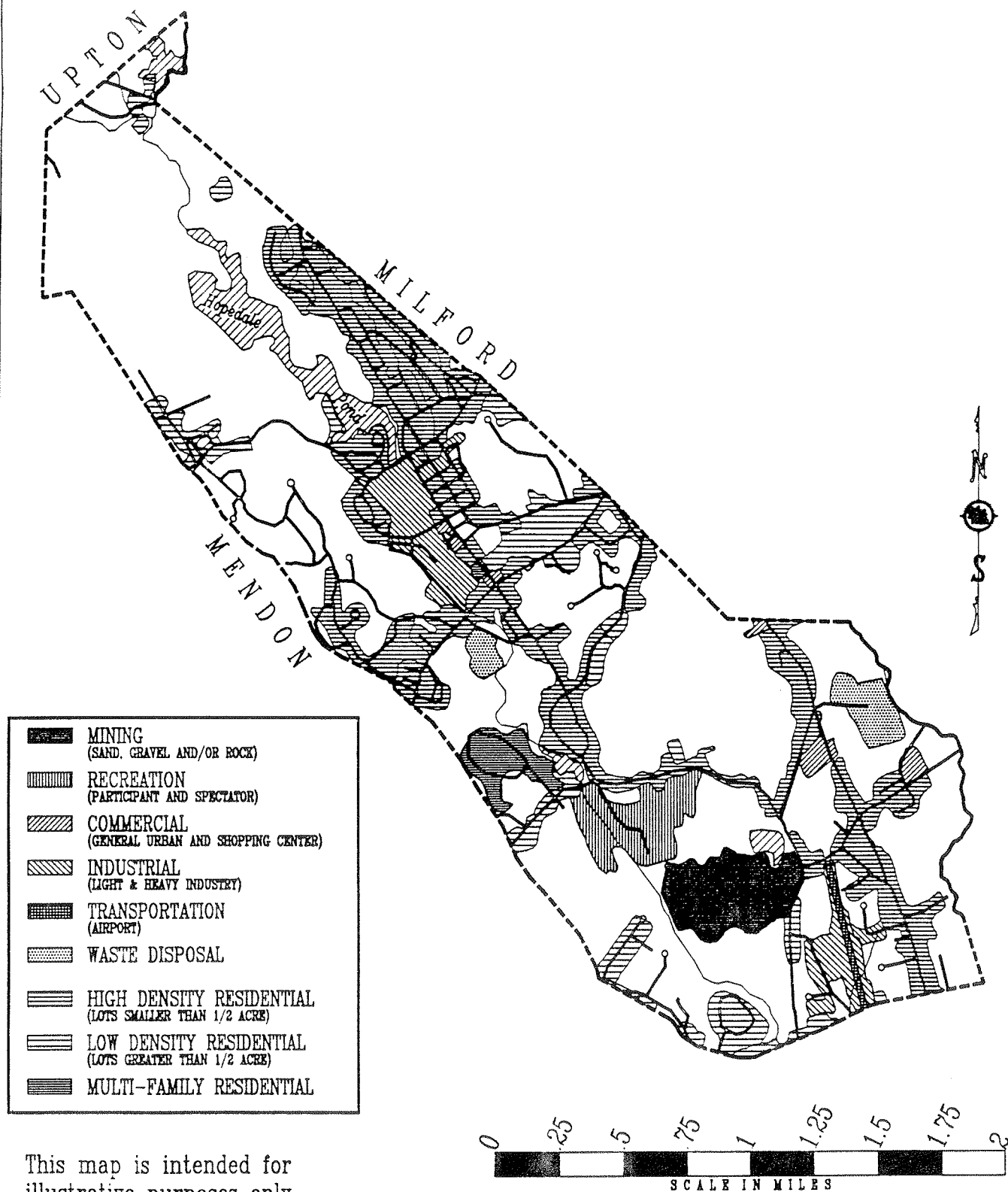
Of the Town's developed lands in 1985, residential uses account for the highest figure, with a total of 843 acres (25%) placed in a residential category, consisting primarily of single and two family units; 43 acres were placed in the multiple family category. By

TABLE 2  
LAND USE CHANGE: 1971 - 1985

Type	Symbol	1971	1985	Change
Cropland	AC	6.07	6.07	- -
Pasture	P	14.32	13.13	-1.19
Forest	F	2,070.26	1,841.82	-228.44
Wetland	FW	96.12	96.12	- -
Mining	M	93.38	93.38	- -
Open Land	O	56.33	56.33	- -
Participation Recreation	RP	74.20	74.20	- -
Spectator Recreation	RS	12.29	12.29	- -
Water Based Recreation	RW	- -	- -	- -
Multi-Family Residential	RO	2.42	42.66	40.24
High Density Residential	R1	20.13	48.36	28.23
Medium Density Residential	R2	507.07	554.11	47.04
Low Density Residential	R3	139.15	198.15	59.0
Salt Wetland	SW	- -	- -	- -
Commercial	UC	15.28	25.30	10.02
Industrial	UI	77.43	82.29	4.86
Urban Open	UO	42.19	59.72	17.53
Transportation	UT	30.51	46.63	16.12
Waste Disposal	UW	37.90	44.49	6.59
Water	W	109.82	109.82	- -
Woody Perennial	WP	- -	- -	- -
Total		3,404.86	3,404.86	- -

Source: Mass. GIS

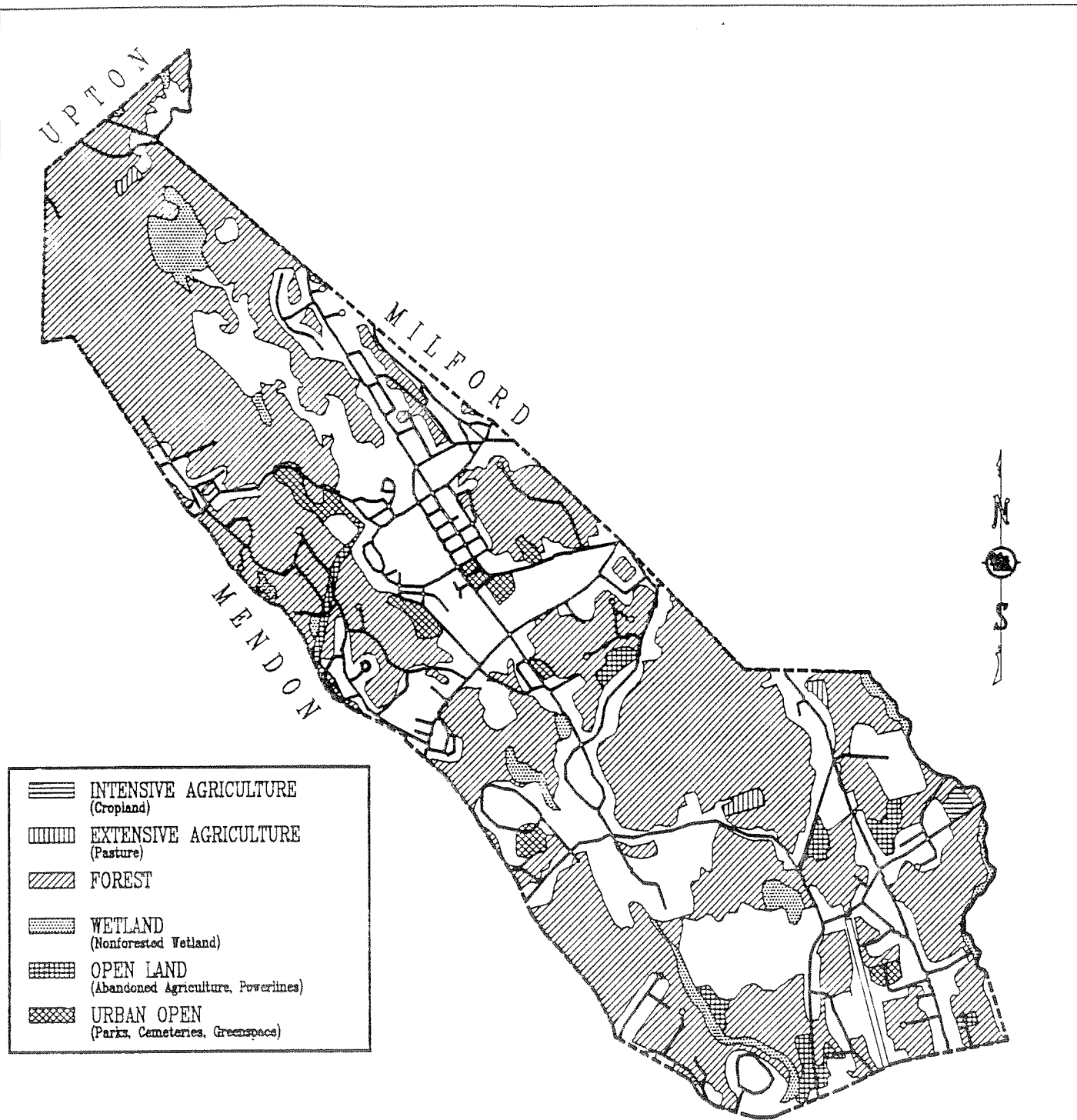




# Town Of Hopedale, MA

## MAP 2: DEVELOPED LAND, 1985





This map is intended for  
illustrative purposes only.  
Base map data provided by EOEa MassGIS.

# Town Of Hopedale, MA MAP 3:UNDEVELOPED LAND, 1985





1992, the Assessors figures, based upon acreage within lots, show that 46% of the Town was devoted to a residential use. The discrepancy between the two figures is partly due to the differences in the way the acreage is determined and partly to the rapid growth of new housing during the latter part of the decade. In 1985, land devoted to low density single family residential use accounted for slightly less than 200 acres; as shown in Table 1 above, from July of 1985 (FY '86) through FY '91, there were 268 building permits issued for new single family homes, most of which would have occurred in districts with minimum lot sizes of 20,000 and 40,000 square feet.

Noticeable among the remaining developed land categories is the small land area devoted to commercial uses, with only 25 acres (.7%) of the Town's land devoted to this use in 1985. Eighty-two acres (2.4%) were in industrial use, including the Draper factory. Transportation uses accounted for 46.63 acres and included the commercial and industrial uses at the Hopedale Airport. Other developed land categories included mining (93.38 acres), and waste disposal (44.49 acres), including the landfill and two sewage treatment plants. A total of 292 acres, or 8.6% of the Town's land, were developed for non-residential purposes.

According to the Assessors estimates, 12% of the Town was devoted to a commercial or industrial use in 1992. Overall, both sets of data indicate the relatively small area of the Town that is devoted to a non-residential use. Given the rapid population growth that has occurred in Hopedale in recent years, the non-residential component of the tax base has not kept pace with recent residential growth.

Table 2 also depicts the change in land use that occurred between 1971 and 1985. The greatest change took place in forests, where 228 acres were lost to development. The development that occurred during this period was primarily residential, with about 175 acres converted to one of the four residential categories. Other land uses showing increases were commercial (10 acres), industrial (5 acres), transportation (16 acres), urban open (18 acres), and waste disposal (7 acres).

### Environmental Constraints

Map 4 displays the major environmental constraints to development in Hopedale: steep slopes, wetlands, flood plains, and open water bodies. Most of the Town (about 80%) lies within the Mill River Valley, a tributary of the Blackstone River; the south-east area of the Town lies within the Charles River Valley.

The Mill River originates in Hopkinton from its source in North Pond about 1.5 miles north of Hopedale, and flows into Hopedale through a series of wetlands near Mill Pond. After flowing through more wetlands, the River enters Hopedale Pond, which was created by an impoundment at Freedom Street for the Mill. The series of ponds

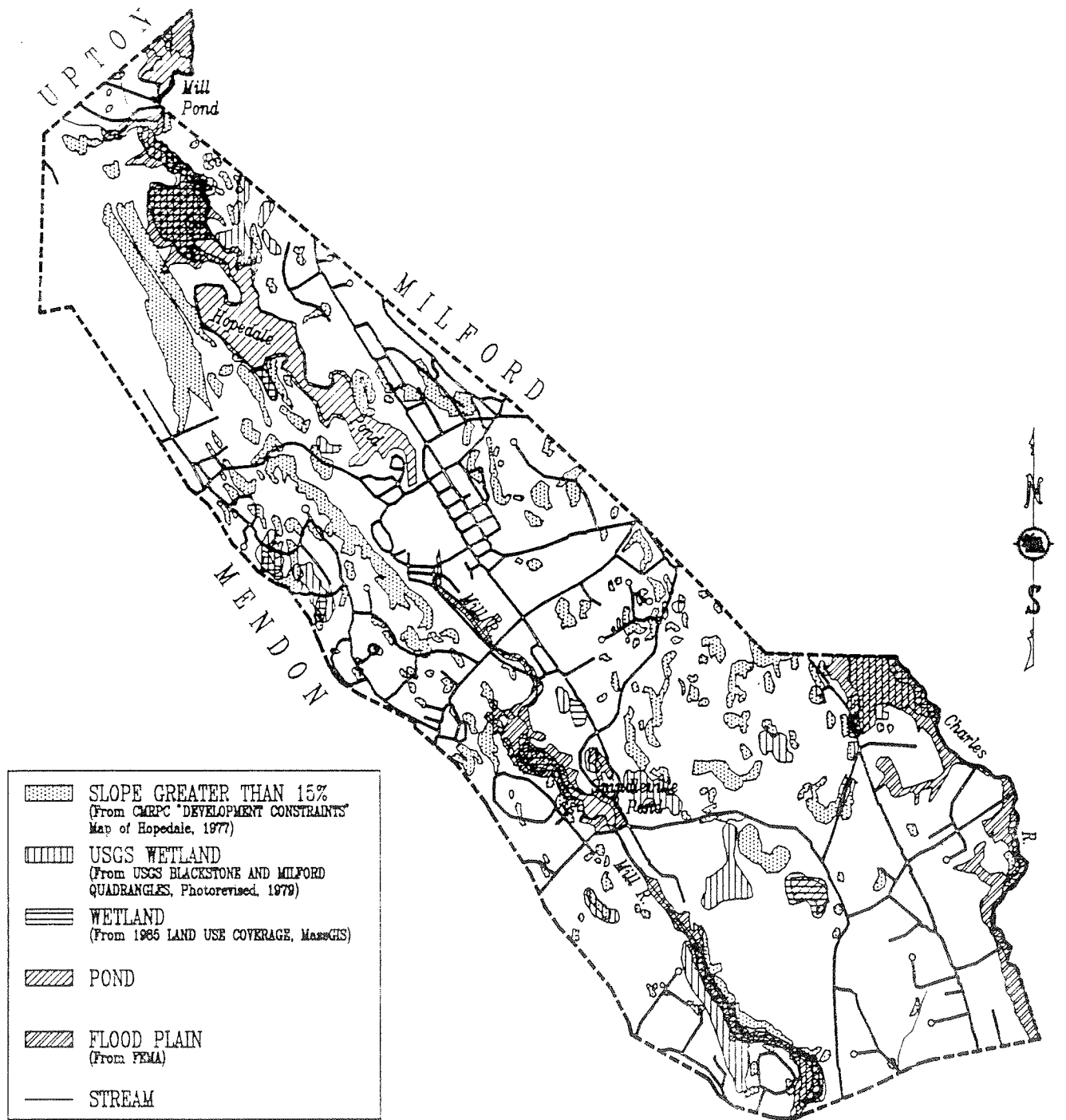
north of the Freedom Street dam on Hopedale Pond were created as an industrial water supply by the Draper Corporation, and the current owner of the factory retains the water rights to this system.

The Mill River disappears in a channel below the factory, then reappears and flows through an industrial area by Fitzgerald Drive. After crossing Route 16, the outlet of the Town's sewage treatment plant discharges into the River, and it continues its southerly flow into Spindleville Pond. The River then passes through the Hopedale Country Club, where it is integrated into the layout of the course. The Town's wells are located adjacent to the Mill River and are shown on Map 6. The River continues through more wetlands and mostly undeveloped land. After exiting Hopedale, the River continues through the towns of Mendon and Blackstone, and enters the Blackstone River in Woonsocket, Rhode Island.

Protection of this valuable natural resource is critical to the environmental health of the community. The 1988 "Open Space and Recreation Plan" places special importance on preserving land around the Mill River in the northern part of Town because of possible adverse impacts that development of sensitive resources in this area could have on Hopedale Pond and the Parklands. A Greenway Plan could be prepared to identify key properties that should be acquired and measures that should be taken to preserve the environmental quality of this resource. In addition, there is currently a bill before the Legislature, entitled the Massachusetts River Protection Act, which would establish vegetated buffer zones along rivers and streams to protect them from the degrading impacts of new development. The extent of the buffer is 150 feet in undeveloped areas, and may be reduced to as little as 25 feet in areas that are already devoted to industrial, commercial, or other densely developed uses. Passage of this bill, which now appears likely, will help to protect the water quality of the Town's rivers and streams.

Wetlands shown on Map 4 are derived from two sources: wetlands on USGS topographic maps, and areas classified as inland wetlands from the land use coverage discussed above. Wetlands under state law are determined by the presence of wetland indicator plants, and delineation for regulatory purposes can only be accomplished through a detailed field investigation by trained botanists. Isolated wetland areas, below an acre or two in size, cannot be easily identified from aerial photographs or shown on small scale maps. But even small wetlands are often connected hydrologically to adjacent surface and ground water systems, serve to reduce flooding by absorbing excess rain water, and provide habitat for rare and common wildlife species.

Wetlands in Massachusetts are granted strong protections by the Wetlands Protection Act, MGL Chapter 131, Section 40. Any proposed alteration of a wetland, land along any stream or river bank, land subject to flooding, land under water, or land within one hundred horizontal feet of these resources requires the approval of a community's Conservation Commission. Work within the 100-foot buffer zone, or alteration of up to 5,000 square feet of a wetland may be authorized through the issuance of an Order of Conditions by



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Base map data provided by EOEa MassGIS.

# Town Of Hopedale, MA

## MAP 4: ENVIRONMENTAL CONSTRAINTS



the Conservation Commission in order for a development to proceed. But the Commission can require mitigation of the alteration in order to maintain the hydrologic balance that existed prior to development. As noted above, most of the large wetlands in Hopedale are associated with the Mill River as it flows through Hopedale. Additional wetlands are scattered throughout the Town, with one large area located adjacent to the Charles River near the Milford sewage treatment plant.

Flood plains are shown on Map 4 and were digitized from maps prepared by the Federal Emergency Management Agency (FEMA). FEMA is charged with delineating the 100-year flood plain for insurance purposes. The 100-year flood plain is the extent of the area that has a 1% chance of being flooded in any given year, or a flooding event that is equalled or exceeded once on the average during a 100-year period. FEMA conducted a Flood Insurance Study for Hopedale and published its final report in 1982. Maps were prepared showing the areas of the community that are prone to severe flooding. This accomplishes three objectives: 1) it enables property owners located in the flood plain to obtain federally subsidized rates for flood insurance; 2) it helps to prevent future development from locating in the flood plain that would be destroyed by severe floods; and 3) it identifies the areas where flood storage capacity needs to be maintained to minimize the extent of flooding downstream. In order to make property owners eligible for flood insurance, FEMA requires communities to adopt regulations which will restrict development in the flood plain.

Damage to structures in flood plains in Hopedale occurred in 1936, 1938, 1955, 1968, and 1979. In the 1955 flood, major flooding occurred at the Draper property on the outlet of the Mill River at Hopedale Pond, and in the Freedom Street/Progress Street area. Since 1955, floodwater storage has been increased along the Mill River through various improvements to the dams at North Pond and Fiske Mill Pond in Hopkinton.

Hopedale has met FEMA requirements by adopting the Flood Plain District as an overlay district to the Zoning By-Law. The district incorporates by reference the Flood Insurance Rate Maps (FIRM) and Flood Boundary and Floodway Maps (FBFM) as the area subject to the regulations of the district. Hopedale's by-law prohibits all encroachment caused by fill, new construction, or improvements to existing structures within the flood plain unless such encroachment does not result in any increase in flood levels during the occurrence of the 100-year flood. Any building or structure proposed to be erected within the 100-year flood plain, or any filling, dumping or excavating of earth, is permitted only by obtaining a special permit from the Planning Board.

The main extents of the 100-year flood plains are associated with the Mill and Charles Rivers, and occasionally extending a short distance up tributaries. Extensive flood plain areas are found along the Mill River north of Hopedale Pond, and between Route 16 and Mill Street in the Green Street area. Bordering the Charles River, a large area of flood plain is found in the area bounded by

Plain Street, Access Road, and the Milford line. Other, relatively narrow flood plains are associated with the Charles River as it flows southerly along the town boundaries with Milford and Bellingham. Development is sparse along the Charles River flood plain, although the Milford Sewage Treatment Plant is located near the flood plain. Along the Mill River flood plain, the wide swampy portions north of Hopedale Pond are undeveloped; there is light to moderate residential development along the lower portion of Hopedale Pond, and after the Pond outlet, the flood plain narrows in the Fitzgerald Drive area to Mendon Street. Downstream, the flood plain is lightly developed, as the River flows through wetlands and the Country Club. In sum, development has, for the most part, largely avoided the areas subject to flooding during a one hundred year storm in Hopedale.

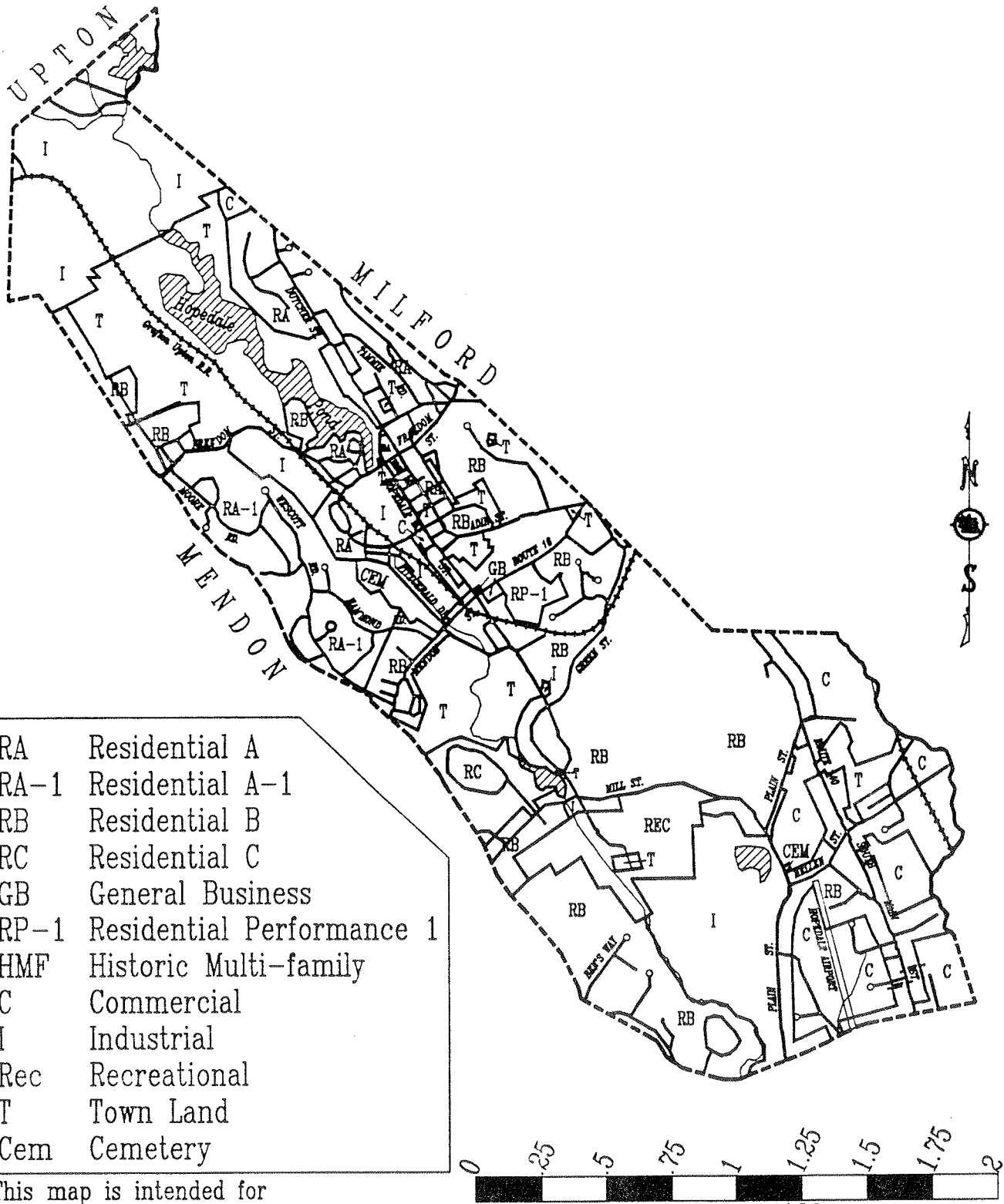
Steep slopes, those greater than 15%, were digitized for display on Map 4, and were based upon interpretations of topographic contours on USGS quadrangles for Hopedale. Slopes greater than 15% pose constraints to development because of unstable, easily erodible soils, and the difficulty of obtaining good access for motor vehicles. Such areas can develop for very low density residential use if less steeply sloping areas can be found to accommodate the dwelling and if a location is available that can meet today's strict standards for the siting of septic systems. Depth to bedrock is usually shallow, which makes foundation construction and utility placement difficult, and deeper soils are often underlain by a hardpan which retards percolation of effluent in septic systems. Such areas are seldom suitable for commercial or industrial development because of the poor vehicular access and lack of suitable areas for parking. Thus, those areas shown on Map 4 with slopes greater than 15% are unlikely to see widespread development.

#### Existing Zoning Pattern

Since adoption of the original Zoning Map in 1973, Town Meeting has approved numerous amendments to the Map, but the Town has not maintained a good reproducible mylar to display these changes. The Town intends to correct this deficiency by hiring a consultant to develop a new Zoning Map incorporating these amendments.

There are presently thirteen zoning districts in Hopedale: the flood plain overlay district previously discussed, and twelve conventional districts. Three districts have very limited applicability regarding development of private property and were designed to accommodate specific institutional needs of the Town. These include:

- The Recreational district, which incorporates the Hopedale Country Club. The only permitted uses are for religious uses, parks, non-profit recreation, golf courses, and outdoor places of commercial amusement (by special permit).
- The Town Land district, which is intended to accommodate municipal uses. Town wells, the sewage treatment plant, the



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Base map data provided by EOEa MassGIS.

# Town Of Hopedale, MA MAP 5: ZONING





Parklands and other municipal facilities are included within this district.

- The Cemetery district, which as the name implies, is intended primarily for cemeteries; the only other permitted use is historical sites.

Of the remaining nine districts, six are intended for residential use, two for business use, and one for industrial use.

### Industrial Districts

The range of uses permitted within the Industrial District is quite broad and conducive to industrial development. Most types of retail and service uses are allowed, either by right or by special permit. Light manufacturing is allowed by right, as are textile and paper mills, iron, steel and metal foundries, and concrete plants; other industries are permitted by special permit. The Zoning By-Law prohibits residential uses, and other uses not compatible with an industrial district, such as hotels and motels, funeral homes, and hospitals. However, there are no standards that regulate impacts of industrial activities; performance standards can be adopted to protect adjacent uses from unwanted impacts, such as noise, glare, vibration, odors, etc.

There are several Industrial districts in Hopedale. The Draper factory is presently in an Industrial district as befitting its past history, and the facility could once again be used for related purposes. The range of activities permitted by the By-Law should accommodate most feasible uses of the property, but the Town should be open to re-zoning if a viable industrial use is not possible. Given the location of the facility in the Town Center, adoption of performance standards noted above could minimize the impacts of industrial processes on the civic and residential uses in the area.

The area along Fitzgerald Drive contains the Gerrity Millwork plant and Hopedale Coal and Oil operation. The area is characterized by the abandoned rail line, vast areas of pavement, and several abandoned rail buildings. The area is clearly industrial in character, but now neglected and rundown. Redevelopment would help to greatly improve the appearance of this area near the Town Center. The future of the area will be closely tied to re-development of the Draper facility, and improvements will occur as that property is revitalized.

The Rosenfeld Concrete operation in south Hopedale is in an Industrial district, which is appropriate to the earth removal and concrete operations that take place there. There is also a large area of undeveloped land in this district south of the existing mining operation along Plain Street that appears to have good potential for other industrial activities. There are few residences in the surrounding area, and access can be made available from either Hartford Avenue or Plain Street.

Earth removal operations require a special permit from the Board of Appeals, but there are no standards or criteria for protecting ground water resources. While the Town wells are upstream of the mining operation, there is a large aquifer underlying the Mill River (which eventually feeds the Town of Blackstone's public wells downstream); some consideration should be given to adopting a ground water protection by-law to preserve the water quality and amount of recharge to the aquifer. (This issue will be further discussed in Chapter 6.) The western boundary of this district is the Mill River, and without regulations protecting surface water resources, extensive mining near the River could pose a potential threat to the water quality of the River.

The northern part of Hopedale is industrially zoned but largely undeveloped. The topography presents some constraints for industrial development, including wetlands and flood plains associated with the Mill River, and some steep slopes. The area has good highway access via Route 140, which is essential for truck movements. The surrounding area is largely undeveloped, and future industrial activity would not adversely affect a large number of residents. Overall, the area has a fair potential for industry, but without water and sewer services, it is unlikely to compare favorably with other industrially zoned land with which it is competing for development. If public sewers could be brought to the area, it is possible that light manufacturing or office uses could be developed in harmony with the sensitive topography. Without sewers, future development will depend on the ability of soils to accommodate septic systems; industrial uses that would be suitable are transportation uses, such as warehouses or trucking terminals, or light assembly operations which generate only sanitary wastewater.

An Industrial district exists off Freedom Street along the abandoned Grafton and Upton rail line. This area is mostly vacant and there are few environmental constraints which would preclude development. While the area appears to have good potential for economic development, it may not be totally suitable for industrial use. Residential development in the Westcott Road area has occurred in the past several years, and could pose conflicts with certain types of industries. Access to the highway network is via local streets, which could cause traffic problems for industries and residents alike. One option might be to consider adoption of an office or light industrial district for this property, which would be more compatible with its location in the community.

Finally, there is a small parcel at the southwest corner of Mill and Green Streets containing the M.C. Machine Co. This district appears to accommodate a use in existence when zoning was adopted, and there is little room for further development.

### Commercial Districts

The Town's two commercial districts, General Business (GB) and Commercial (C), are almost identical to each other in terms of use regulations. Both districts prohibit residential uses and allow the

same kinds of commercial uses (with one exception), differing primarily in whether specific uses require a special permit or are permitted by right. The one exception is for Residential Office, which is prohibited in GB districts but allowed by right in C districts; both districts allow Professional Offices by right. Residential and Professional Offices are both accessory to a residential use and require the owner of the business to reside on the premises. The two districts do differ significantly in terms of their dimensional requirements: GB requires a minimum lot size of 15,000 square feet and 100' of frontage, while C requires 40,000 square feet of area and 150' of frontage.

Any commercial venture in a GB district requires a special permit. The only non-municipal uses permitted by right are those which cannot be required to obtain a special permit according to state law, i.e. non-profit religious and educational uses. The courts have determined that some significant uses must be allowed by right consistent with the intent of the district. (SCIT, Inc. v. Planning Board of Braintree, 19 Mass. App. Ct. 101, 1984)

There are only two small GB districts in Hopedale, both located on Route 16. These are:

- Land at the northeast corner of Hopedale Street and Mendon Street (Route 16) containing Stone's Furniture. Across Hopedale Street is a Cumberland Farms convenience store, but this is a nonconforming use in an RB district.
- Land on the southerly side of Route 16, east of Hopedale Street containing an auto repair shop and The Shoppes at Route 16, a small retail plaza containing the Hopedale Pharmacy.

Both of these GB districts are small and do not have vacant land available for development. Unless changes are made to the requirements for this district, additional land should probably not be placed in this category in the future because of the problem noted above relating to the SCIT case and because of the small lot size requirement.

It would seem reasonable, that since Hopedale has adopted two commercial districts, there should be some significant distinction between the two. For example, the C district could be designed to accommodate highway business uses, such as shopping centers, fast food establishments, motels, and business services. The GB district could be designed more to meet the local needs of a neighborhood, and would allow small retail stores and personal services that would not create significant traffic congestion, or impose undesirable impacts on adjacent residential neighborhoods.

The Commercial district does allow some business uses by right. For example most retail and service uses under 3,750 square feet are permitted by right, while uses that exceed that size require a special permit. Automotive service stations, light manufacturing, funeral homes, and building supply stores are examples of uses permitted by right in Commercial districts. In fact, because of its

greater utility, most of the business districts in the Town are of this type.

The largest Commercial districts are located in the southern portion of Hopedale, and include several areas along Route 140 and at the Airport. For most of Route 140, there is a 300-foot strip of land zoned for residential use (RB), which accommodates existing residences, and Commercial districts are located to the rear of this residential buffer. There are few parcels left with extensive frontage on Route 140 that can accommodate large-scale commercial development. For the most part, this will cause Route 140 to retain a predominantly residential character, but peppered with a few existing businesses. Thus, the southern portion of Route 140 in Hopedale will avoid the kind of strip commercial development that has occurred in other communities.

On the west side of Route 140, a Mass. Electric facility occupies a Commercial district south of Plain Street, with an office building fronting on Route 140 and equipment storage to the rear of the parcel buffered from surrounding residences by landscaping and topographic features. The interior of this district is vacant, while a few residences border the district on Mellen and Plain Streets. Because of the surrounding residential uses and lack of good access to accommodate high traffic volumes, the interior of this district is not suited to retail or light industrial activity, but could be used for other permitted uses, such as offices or professional services. In addition, since some of this area is within the Runway Protection Zone (RPZ) of the Hopedale Airport, future land use regulations may restrict development of this Commercial district. (See the discussion below regarding possible land use regulations around the Hopedale Airport.)

North of the Mendon town line on the west side of Route 140 are three business parks. Tandem Way is a wide industrial road and provides access to an area containing trucking operations. Some vacant land exists here for additional development, which could be increased if the 300-foot RB buffer was re-zoned to Commercial. Evergreen Lane provides access to the Hopedale Business Park, which is devoted to professional offices and services. And Business Way is a small commercial subdivision containing four small buildings occupied by a variety of office and service uses. Retention of the 300-foot buffer on the remaining vacant land is a matter of community preference; it does help the visual appearance of Route 140 by requiring a deep setback for non-residential structures, but with commercial activities already developed or allowed to the rear, the residentially zoned land is not attractive for housing purposes.

On the east side of Route 140, the zoning pattern is repeated, with the road frontage mostly zoned for residential use, and rear parcels zoned Commercial. South of the Milford Town Line a large Commercial district is occupied by the Milford sewage treatment plant: even though a portion of the district is undeveloped, it lies in the flood plain of the Charles River, which precludes large scale development. South of the access road to the plant are several unsightly automobile oriented uses lying close to the roadway; the

area seems to have been developed before zoning controls were adopted and is characterized by parking and circulation problems, as well as poor signage and lack of landscaping.

Between Route 140 and the town line with Milford and Bellingham are a number of other Commercial districts. North of Hartford Avenue (Route 16) is the site of the proposed Old Hartford Village; the land was cleared and improved with a new access road, but so far has not been developed. Near the intersection of two state numbered routes, the location has good access, and, once developed for retail use, it will help to meet the desire for new businesses expressed by Hopedale residents.

North of Mellen Street along the Charles River, a Commercial district contains the Incase Corp. building; some vacant land exists here and could provide a location for minor commercial development, but the residential character of the surrounding neighborhood would preclude a significant commercial use. The Grafton and Upton rail line runs through the site, but is currently in disrepair in this area and would not offer any special advantage.

In summary, while the Route 140 Corridor offers excellent highway access for business development, there are only a few remaining parcels in the existing Commercial districts which are undeveloped and have potential for additional commercial growth. The area has developed with a predominantly residential character, and it may not be possible to re-zone land in residential districts to allow for more commercial growth in this part of Town without negatively impacting homeowners.

The Hopedale Airport is the center of the Town's commercial activity, containing a mix of commercial and light industrial uses. The Airport itself caters primarily to the recreational flyer, with no passenger or charter services available, and few of the businesses are dependent upon the landing strip for shipping purposes. Most of the available land in this district has already been developed, attesting to the need for good, usable land for economic development.

Ironically, while the businesses there are permitted uses, airports themselves are specifically prohibited by Section 12 of the Zoning By-Law. The existing airport is thus considered a nonconforming use, and any expansion of the airport, or change in use, requires a special permit from the Zoning Board of Appeals. According to Section 4.4 of the By-Law, The Zoning Board of Appeals may grant a special permit to allow a nonconforming use to be expanded to a size fifty percent greater than that which existed at the time of adoption of the By-Law; the ZBA is only required to make a finding that the expansion is not more detrimental to the neighborhood than the existing use. It may be better to recognize that the Airport is a viable operation and allow airports as a special permit use in the Town. This will remove restrictive barriers to future development, and appropriate safeguards can be adopted if desired.

As discussed in Chapter 4, the Airport was the center of a dispute surrounding an affordable housing project proposed at the end of the runway in the Commercial district on the north side of Mellen Street. In denying the application for a comprehensive permit, the Zoning Board of Appeals believed that there were safety issues surrounding the taking off of aircraft that posed a serious safety hazard to residents who would live at the end of the runway. In upholding the decision of the Board of Appeals, the Mass. Housing Appeals Committee (HAC) suggested that the Town consider the adoption of an overlay district to regulate development within the flight path of the runway. An airport overlay district could prevent development within the immediate flight path of aircraft, regulate the height of structures or vegetation to prevent collisions with low flying aircraft, and require construction methods to minimize noise impacts within new buildings. Adoption of safety regulations would prevent future litigation and provide clear guidance to landowners as to permissible development of property surrounding the Airport.

### Residential Districts

There are six residential districts in Hopedale:

- Residential A	RA
- Residential A-1	RA-1
- Residential B	RB
- Residential C	RC
- Historic Multi-Family	HMF
- Residential Performance-1	RP-1

RA, RA-1, and RB districts are primarily intended for single family detached housing, and comprise most of the residentially zoned land in Hopedale. RA and RA-1 allow two family dwellings by special permit, and all three districts prohibit multi-family dwellings. Residential Offices require a special permit in RA-1 districts, and are permitted by right in RA and RB. Professional Offices are prohibited in RA-1 districts, and require a special permit in RA and RB. Commercial and industrial uses are prohibited in all three districts.

RA, RA-1, and RB are distinguished by their dimensional requirements. RB is the Town's largest lot district, requiring a minimum lot size of 40,000 square feet; this district yields subdivision development of a traditional suburban character.

RA has a minimum lot size requirement of 15,000 square feet, and contains much of the older housing stock in the Town. The Building Commissioner reports that there are numerous lots that do not conform to the dimensional requirements of this district, particularly with regard to yard setbacks. As nonconforming structures, the ability of homeowners to expand or alter their residences is limited, and they may require the approval of the Zoning Board of Appeals.

One solution is to reduce the setback requirements for the RA district so that such structures are in compliance with the By-Law. Since most of the land in RA districts is already developed, this would not result in many additional developable lots being created. For example, this district requires a minimum front setback of 35' from the street line; not only is this quite large for a 15,000 square foot district, but it is also not consistent with housing built prior to zoning controls, where shallow front yards and more compact development patterns were the norm. Allowing a shallower front yard will also result in infill development that has the same characteristics as the existing housing stock in the district.

The RA-1 district requires a minimum lot size of 20,000 square feet and frontage of 100'. This district's intent is to encourage the preservation of open space by allowing homes on lots with a minimum area of 20,000 square feet if an additional 20,000 square feet per lot is set aside as open space for the use and enjoyment of the residents of the subdivision. If the Planning Board does not approve of the manner in which the open space is preserved, then each lot is subject to the requirements of the RB district, i.e. 40,000 square foot lots with 150' of frontage.

The RA-1 district thus acts as the Town's open space by-law, but lacks the formal requirements of such a provision. Developers must seek to have their property re-zoned to RA-1, and landowners in the RB district cannot avail themselves of this option. The standards imposed are somewhat loosely defined, and do not provide the Board with sufficient guidance in approving or denying a proposed subdivision. For example, there are no standards specifying where the open space should be located, whether wetlands or steep slopes can or cannot be counted as meeting the open space requirement, or how the Board should take into account development constraints present at the site. The ability of the Planning Board to regulate subdivisions employing the loose standards of this provision is likely to be very tenuous. Since there is no special permit requirement, the Subdivision Control Law requires the Board to approve a plan which is in compliance with its regulations.

Consideration should be given to adopting a more detailed open space by-law to set forth specific standards for clustering house lots in order to provide open space and protect environmental resources. The By-Law could be amended to require the submission of two development schemes for a tract, one showing a conventional development, and one showing an open space layout. The conventional plan can be used to determine how many units the existing zoning would allow on the site; the other plan would contain the same number of lots, but only on the environmentally suitable portions of the site, with sensitive resource areas preserved as permanent open space. The Planning Board can then compare the two plans, determine which proposal is most beneficial to the Town, and require the better plan to be built. There is still some vacant land available in Hopedale which can benefit from this approach.

The Residential Performance district (RP-1) is an innovative approach to creative land development. Rather than density being

controlled by the traditional means of minimum lot sizes, density is determined by a maximum living area per acre; units can be large or small, but there is a limit to the overall square footage of living area that can be built given the presence of development constraints on the site. The RP-1 district helps to preserve open space by reducing lot sizes and clustering units, and seeks to provide a variety of housing types to meet different segments of the housing market. Some of units are intended to be smaller and affordable to moderate income households, while other units are intended to be located on estate lots to satisfy the tastes of more affluent buyers. The "performance" aspect of the by-law helps to protect sensitive resources on the tract by specifying standards for how much, and in what manner, development can occur. For example, there are standards relating to the amount of impervious surfaces that can be built; how wetlands figure into calculations of density; use of bufferyards of varying width and density of plantings depending upon adjacent land uses; and requiring protection of sensitive resources, such as drainageways and steep slopes.

The regulations governing the RP-1 district were written by a developer as an alternative to the Town's conventional zoning controls. While the provisions can be applied to other sites, the regulations are quite complex. A special permit is needed from the Planning Board, and a team approach to site design is necessary. As a result, plan preparation and approval costs are higher than traditional subdivisions. A Town Meeting vote is also required to re-zone property to an RP district, which brings a great deal of uncertainty to prospective developers, and may discourage use of the provision. As long as conventional development options are available, it is unlikely that other land will benefit from this approach.

The remaining two districts, HMF and RC, are both intended for multi-family development.

The RC regulations allow Townhouse Developments by right with site plan review, and was the format under which Laurelwood was built. A Townhouse Development requires a minimum of 25 acres and 11,000 square feet of area per dwelling unit (about four units per acre). Common land is required to be set aside and permanently preserved, either by giving the land to the Town, or through a permanent deed restriction. The exact amount of Common Land required to be provided is not specified, but the Planning Board can require changes to the Common Land shown on the site plan submitted by the developer. Given the high quality of Laurelwood, the provisions of the By-Law seem adequate to protect the interests of the Town and result in well-designed developments. Since no vacant land is currently zoned RC, Town Meeting approval of a Zoning Map change is required before other townhouse projects could be approved. Such approval is unlikely given the sentiment expressed in the survey that residents are not in favor of promoting such housing in the future.

The HMF district was adopted in 1985 for a specific property in the Town Center. The provisions of the district can only be applied



to structures constructed over forty years ago, and no additions are permitted that would increase the footprint of the existing structure. While all residential uses are permitted by special permit, its intent is clearly to allow for adaptive reuse of existing properties that may no longer be suited to a previous use. It allows for conversions of old mill buildings for residential purposes, a use that has been used several times in the Blackstone Valley to good effect. Regulations are minimal due to the complexity of converting old buildings to new uses. A minimum lot size of 50,000 square feet and 400' of frontage is required, with the latter requirement perhaps being somewhat excessive. In any case, Town Meeting approval is needed to re-zone a property to an HMF district, which provides a great deal of control in restricting the concept only to sites which the Town agrees are appropriate.

### Summary

During the past decade, Hopedale experienced considerable residential development of a distinctly suburban character. As available land for new housing becomes scarce, it may be worthwhile to examine new options for preserving open space while meeting the needs of today's housing consumer. Just as the Town adopted regulations for the RC, HMF and RP districts to meet specific needs of the 1980's, new revisions to subdivision and zoning regulations are needed to help preserve open space and retain community character.

As noted in the previous chapter, there is a strong sentiment for encouraging new economic development to help reduce the tax burden on homeowners. Residents prefer light industry, office, and research and development uses. Zoning regulations need to be revised to provide new options to development, but have adequate controls in place to minimize impacts on surrounding neighborhoods. Additional land may also need to be re-zoned for non-residential development to encourage modern industry to locate in Hopedale.

Hopedale has little commercial development at the present time, and most of the residents' needs for goods and services is provided in adjacent Milford. There are only a few vacant tracts remaining that are zoned for commercial development in Hopedale, which will help the Town to avoid unattractive strip commercial development. The Town's existing controls for business uses should be modified to encourage design that is more in keeping with the Town's character and to minimize impacts on near-by neighborhoods.

This lack of commercial development along the Town's major thoroughfares offers the opportunity to strengthen the Town Center as a vital commercial area. The charming character of this area needs to be preserved, but not at the expense of stifling new development. Zoning regulations should be revised to encourage compatible commercial development and allow an appropriate mix of land uses aimed at creating a bustling, pedestrian oriented Village. The future re-use of the Draper property will have significant

impacts on the Town Center, but it also offers the opportunity to creatively strengthen the Town Center as Hopedale's commercial and institutional "downtown".

Finally, the ultimate reuse of the Draper property in the Town Center will have a major impact on Hopedale. The difficulty of marketing an obsolete factory should be recognized, and creative solutions explored to help identify new tenants that can occupy such a large amount of floor space. The Town should be flexible in allowing new development, and survey results (as well as a previous proposal) indicate that the only option that would be clearly disfavored is large number of family housing units. The Town should work with the owners to help make public improvements that may be needed. And because of the potential impacts of leasing over one million square feet of floor space, the owner should cooperate with Town officials on site design issues such as parking, traffic, and landscaping to try to enhance the overall effect of reuse on the Town Center.

## CHAPTER 4

### POPULATION AND HOUSING

#### POPULATION

##### Historical Population Pattern

Hopedale's official population as of the 1990 Census was 5,666 persons. The Town experienced a dramatic increase during the 1980's as 1761 persons were added during this period, for a growth rate of 45.1%. This is an exceedingly high rate of population growth which probably cannot be sustained into the 1990's as lack of vacant land will seriously constrain future growth. The 1980's reversed the trend from the 1970's when Hopedale actually lost 387 persons, for a growth rate of -9.0%. The historic change in population is shown in Table 3 below.

TABLE 3

#### POPULATION CHANGE, 1940 - 1990

	1940	1950	1960	1970	1980	1990
Population	3113	3479	3987	4292	3905	5666
Changes from Previous Decade	- -	366	508	305	-387	1761
Rate of Growth (%)	--	11.8	14.6	7.6	-9.0	45.1

Source: U.S. Census

During the 1980's the Commonwealth grew in population at a moderate rate of 4.9%, while Worcester County grew twice as fast as the State as a whole (9.8%). Worcester County gained more in population (63,353 persons) than any other county in Massachusetts. Furthermore, as shown in Table 4, the Blackstone Valley as a whole gained 15,475 persons, for a growth rate of 16.2%, or nearly double the rate for Worcester County. Only the Town of Douglas grew at a faster pace (45.8%) than Hopedale, and only the towns of Uxbridge, Milford, and Grafton gained more people during this decade. The population growth in Hopedale can be viewed as part of a regional trend where the Blackstone Valley was a center of population growth during the 1980's.



TABLE 4  
GROWTH RATES IN THE BLACKSTONE VALLEY

	Population 1980	Population 1990	Numerical Change	Percentage Change
Blackstone	6,570	8,023	1,453	22.1
Douglas	3,730	5,438	1,708	45.8
Grafton	11,238	13,035	1,797	16.0
Hopedale	3,905	5,666	1,761	45.1
Mendon	3,108	4,010	902	29.0
Milford	23,390	25,355	1,965	8.4
Millbury	11,808	12,228	420	3.6
Millville	1,693	2,236	543	32.1
Northbridge	12,246	13,371	1,125	9.2
Sutton	5,855	6,824	969	16.5
Upton	3,886	4,677	791	20.4
Uxbridge	8,374	10,415	2,041	24.4
Total	95,803	111,278	15,475	16.2

Source: U.S. Census

#### Age of the Population

As depicted in Table 5, a breakdown of the population by age groups reveals some interesting trends. The pre-school and school age populations experienced significant growth, with pre-schoolers increasing by 161%, and school age children (ages 5-17) growing by 22% during the decade. These trends will likely result in a sizeable increase in enrollment in the public schools in Hopedale. (See also Chapter 6 for school enrollment projections.)

The population of young adults between the ages of 18-24 did not increase, but adults in the 25-44 age groups increased dramatically; for this 20-year age group, a total of 1116 new persons were added, for an increase of 118% during the 1980's. Since these ages represent people with significant childbearing potential, it is possible that additional increases in births will be recorded during the 1990's until this wave of adults passes out of the child-bearing years. It can be surmised that most of the

increase in the population in this age group can be attributed to the in-migration of new residents who found Hopedale to be a desirable community in which to raise young children.

The low growth rates of the 45-64 age groups is likely the result of the negative growth rate in the 1970's (-9.0%), and there was probably little migration of households in these age groups. In the segment of the population 65 years and older, there was an increase of 147 persons, amounting to a substantial rate of growth of 22.6%. However, given the comparatively small population growth in the 55-64 year age group, there is likely to be a slow but steady increase in the elderly population during the 1990's.

TABLE 5  
POPULATION BY AGE GROUPS

	<5	5-17	18-24	25-34	35-44	45-54	55-64	65-74	75+
1980	184	817	409	564	383	448	450	342	308
1990	480	997	408	1075	988	466	455	432	365
Change	296	180	-1	511	605	18	5	90	57
% Change	161	22	—	91	158	4	1	26	19

Source: 1990 Census

#### Racial Mix of the Population

As can be seen from Tables 6 and 7, Hopedale remains a predominantly white community. In the 1980, Census, 99.5% of the Town's population was white, and by 1990, the percentage remained virtually unchanged, although 83 new non-whites had moved into the community. The largest ethnic group is now Asian, comprising 0.7% of the population, followed by Black, at 0.4%. Persons of Hispanic Origin, while not considered a separate race, comprise only 0.5% of the population. The total minority population (other races and white Hispanics) consists of 98 persons, comprising 1.7% of the Town's population.

TABLE 6  
POPULATION BY RACE

	White		Black		Amer. Indian		Asian		Other Race	
	(#)	(%)	(#)	(%)	(#)	(%)	(#)	(%)	(#)	(%)
1980	3905	99.5	9	0.2	1	0.02	4	0.1	7	0.2
1990	5592	98.7	24	0.4	6	0.1	40	0.7	4	0.1

Source: U.S. Census

TABLE 7  
POPULATION BY HISPANIC ORIGIN

	Total Population	Hispanic Population	Percent Hispanic	Hispanic		
				White	Black	Other
1980	3,905	16	0.4	10	0	6
1990	5,666	31	0.5	24	3	4

Source: U.S. Census

## HOUSING

### Housing Unit Change

Table 8 shows the changes in the number of dwelling units in Hopedale from 1960 - 1990. During the 1960's and 70's, moderate increases of 6.7% and 4.4% in the housing stock were achieved; during the 1970's, this pace of construction actually resulted in a population decrease, principally due to a sharp decline in household size from 3.21 to 2.80. As was noted previously, the 1980's was a period of rapid population growth, fueled primarily by a robust increase of 690 new housing units, for an increase of 50.4% over the decade. That is, a number equal to one-half the number of units in existence in 1980 were added to the housing stock during the 1980's.

TABLE 8

## HISTORICAL CHANGE IN HOUSING UNITS AND HOUSEHOLD SIZE

	1960	1970	1980	1990
Total Housing Units	1230	1312	1370	2060
Change	- -	82	58	690
% Change	- -	6.7	4.4	50.4
Occupied Households		1282	1331	1978
Change	- -	- -	49	647
% Change	- -	- -	3.9	48.6
Household Population		4120	3729	5512
Change	- -	- -	-391	1783
% Change	- -	- -	-9.5	47.8
Persons per Household		3.21	2.80	2.79
Change	- -	- -	-0.41	-0.01
% Change	- -	- -	-12.8	-0.004

Source: U.S. Census

What could have been responsible for this rapid housing increase? There are probably several factors that contributed to this phenomenon. Certainly the Massachusetts economy played a major role. The Commonwealth experienced unprecedented growth in the 1980's, and the "Massachusetts Miracle" became a national model for other states to envy. The real estate industry enjoyed boom times, and property values escalated dramatically. Socio-economic factors such as the maturing of the baby-boomers, high employment and rapid escalation of salaries, and more two wage-earner households contributed to new household formation and the ability of such households to afford new home purchases. Pent-up demand for housing, coupled with the attractiveness of housing as a primary investment vehicle for most households, also probably contributed to the overall upswing in housing construction in the state.

At a regional level, the Blackstone Valley experienced rapid growth in housing construction, as can be seen in Table 9. Possible reasons could include: lower land prices relative to other regions of the state; the location of the Valley providing commuting times of under one hour to other major employment centers, including Boston and Worcester, and the Route 128 and Interstate 495 corridors; and certainly the attractiveness and amenities of the Blackstone Valley as a place to live and raise a family contributed to the rapid housing growth.



TABLE 9  
HOUSING GROWTH IN THE BLACKSTONE VALLEY

	Housing Units 1980	1990	Change #	%	Persons per Household 1980	1990
Blackstone	2294	2979	685	29.9	2.99	2.82
Douglas	1595	2191	596	37.4	2.92	2.87
Grafton	4010	5035	1025	25.6	2.87	2.64
Hopedale	1370	2060	690	50.4	2.80	2.79
Mendon	1118	1454	336	30.1	2.99	2.94
Milford	8539	9819	1280	15.0	2.82	2.68
Millbury	4102	4758	656	16.0	2.95	2.62
Millville	597	832	235	39.4	3.09	2.83
Northbridge	4365	5013	648	14.8	2.86	2.73
Sutton	2053	2517	464	22.6	3.16	3.02
Upton	1447	1895	448	31.0	2.81	2.56
Uxbridge	3060	3963	903	29.5	2.87	2.76
Total	34,550	42,516	7966	23.1		

Source: U.S. Census

Hopedale experienced an even faster rate of housing growth than the Blackstone Valley as a whole: 50.4% compared to 23.1%. Why Hopedale grew well above the regional average can be perhaps attributed to several factors: the availability of sewer services; lower land prices for housing relative to other communities; good access to I-495 for commuting purposes; and the attractiveness of the Town in terms of its physical attributes and municipal services.

#### Types of Housing Structures

Table 10 indicates that the single family detached dwelling is the most common structure in Hopedale, comprising 56.0% of all housing units. Hopedale also has a significant portion of its housing stock devoted to attached units (19.8%) and two to four unit structures (16.3%). Much of this type of housing is common in the Blackstone Valley, and is typically associated with the historical settlement pattern of the 1800's. As large mills and factories

located in the Valley and required a steady labor supply, factory workers located in compact villages near their place of employment in order to walk to work. Today, only 5.5% of the housing stock is comprised of multi-family structures containing more than five units.

During the 1980's, there were some significant changes in the housing stock. The total number of housing units increased by 50% over that in existence in 1980. Most of this growth occurred in the single family sector, split almost evenly between single family detached and single family attached. Single family attached housing can generally be developed at a lower cost per unit than detached housing, and the availability of this option in the Zoning By-Law may partially account for Hopedale's rapid growth during the 1980's. This trend helped to increase the share of attached housing to almost 20% of the total number of units, while decreasing the percentage of detached units from 60.4% to 56.0%. One other significant trend that occurred is the loss of 32 units in multiple family structures containing five or more units.

TABLE 10  
UNITS IN STRUCTURE

	1980		1990		Change	
	#	%	#	%	#	%
1-Unit Detached	829	60.4%	1,154	56.0	325	-4.4
1-Unit Attached	72	5.2	407	19.8	335	14.6
2 to 4 Units	312	22.7	335	16.3	23	-6.4
5 or More	146	10.6	114	5.5	-32	-5.1
Mobile Home, Trailer, Other*	14	1.0	50	2.4	36	1.4
Total Dwelling Units	1,373	99.9	2,060	100.0	687	50.0

Source: U.S. Census

\*Other units are living quarters occupied as a housing unit that does not fit the previous categories; examples are houseboats, railroad cars, campers, and vans.

Moving to occupancy and tenure, Table 11 indicates that 78.2% of the housing units that were occupied in 1990 were owner occupied, with the remaining 21.8% occupied by renters. Only 82 units were vacant when the Census occurred, for an overall vacancy rate of 4% of the housing stock. But in units for homeowners, the vacancy rate was only 1%, indicating a very strong demand for owner occupied units in Hopedale. Even the 4% vacancy rate for rental units indicates a very strong market, as 5% is usually considered the

threshold at which prospective tenants experience difficulty in finding a unit which meets their needs at a price that they can afford. The Town does not have many units in the seasonal or recreational category, indicating a low demand for vacation homes.

TABLE 11  
OCCUPANCY AND TENURE, 1990

Total Housing Units	2,060
Occupied Housing Units	1,978
Owner Occupied Units	1,546
Percent Owner Occupied	78.2%
Renter Occupied Units	432
Percent Renter Occupied	21.8%
Vacant Housing Units	82
For Rent	18
For Sale Only	15
Rented or Sold, Not Occupied	14
For Seasonal, Recreational, or Occasional Use	5
Other Vacant	30
Overall Vacancy Rate	4.0%
Homeowner Vacancy Rate	1.0%
Rental Vacancy Rate	4.0%

Source: U.S. Census

Table 12 presents some interesting facts regarding the regional supply of housing in the Blackstone Valley and how Hopedale compares with its neighbors. Hopedale had the lowest vacancy rate for owner occupied units of any community in the Blackstone Valley, followed closely by its neighbor, Milford at 1.17%. This is consistent with the high demand for new single family homes in Hopedale in the 1980's.

The entire Valley experienced a very low vacancy rate in homeownership units, with only Grafton and Mendon experiencing a vacancy rate greater than 2%. Hopedale ranked third in vacancy percentage of the 12 communities listed for rental units, at 4%, with only Mendon and Upton having rates under 4%. This ranking compares quite favorably with the communities of Blackstone, Douglas, Millville, and Uxbridge where the rental vacancy rate exceeded 7%. As shown in Table 15, the vacancy rate for owner and

renter units combined was 5.5%, indicating a very strong housing market for the Blackstone Valley as a whole, and Hopedale's combined rate of 4.0% was better than the regional average.

TABLE 12  
VACANCY RATES IN THE BLACKSTONE VALLEY

	Total Housing Units	Total Vacant Units	Vacancy Rates			
			Owner %	Rank	Renter %	Rank
Blackstone	2979	147	1.83	8	7.30	9
Douglas	2191	302	1.61	5	8.78	12
Grafton	5035	236	2.23	11	6.48	7
Hopedale	2060	82	0.96	1	4.00	3
Mendon	1454	92	2.74	12	2.07	1
Milford	9819	457	1.17	2	6.61	8
Millbury	4758	174	1.34	3	4.37	4
Millville	832	45	1.88	9	8.62	11
Northbridge	5013	259	1.89	10	5.78	5
Sutton	2517	256	1.52	4	6.21	6
Upton	1895	85	1.62	6	3.27	2
Uxbridge	3963	190	1.65	7	7.91	10
Total	42,516	2,325				

Source: 1990 Census

#### Housing Costs

The Census also provides information on the value of owner occupied units and the contract rent for renter occupied units paying cash. Table 13 provides the detailed breakdown for Hopedale, and Table 14 compares the median values and rents for the Blackstone Valley. (The median is a value below and above which lie and equal number of items; it is the "most central" value of a set of numbers). As shown in Table 13, the median value for owner occupied units in Hopedale was \$160,200, and the most of the units fell within the \$100,000 to \$200,000 range. Rental units display a wide range of rents, with the greatest number falling between \$500 and \$750.

TABLE 13

## HOUSING COSTS

Specified Owner Occupied Units	1300
Less than \$50,000	10
\$ 50,000 to 99,999	80
100,000 to 149,999	462
150,000 to 199,999	484
200,000 to 299,999	230
300,000 to more	34
MEDIAN	\$160,200
Contract Rent	396
Less than \$250	93
\$250 to 499	53
500 to 749	167
759 to 999	70
1000 or more	13
MEDIAN	\$565

Source: 1990 Census

These figures become more meaningful when considered within the context of comparison to neighboring communities. As Table 14 indicates, Hopedale ranked 5th out of the 12 communities in the region for median value of owner occupied units. Only Upton, Mendon, Sutton, and Milford had higher medians. In comparison to neighboring communities, the relatively high cost of housing may indicate the desirability of Hopedale as a residential community. In addition, the unprecedented growth in the housing stock in the 1980's may have skewed the median value to the high end, since newer units typically sell for higher prices than older housing.

Perhaps somewhat surprisingly, Hopedale had the highest median rent of any town in the Blackstone Valley. In fact its median rent of \$565 was 13.5%, higher than the second ranked town in the region, Millville. One possible explanation may be the relative number of rental units in the Town. As shown in Table 15, the percentage of total units occupied by renters in the Blackstone Valley is 30.8%, while Table 11 above shows that 21.8% of such units in Hopedale are rental; thus, there may be a scarcity of units in the Town which operate to inflate rents above the regional norm.

TABLE 14  
MEDIAN HOUSING COST IN THE BLACKSTONE VALLEY

	Owner Occupied			Renter Occupied		
	#	Median Value	Rank	#	Median Rent	Rank
Blackstone	1931	\$137,900	10	901	\$435	10
Douglas	1463	138,500	9	426	439	9
Grafton	3283	154,400	6	1516	491	4
Hopedale	1546	160,200	5	432	565	1
Mendon	1173	172,600	2	189	446	8
Milford	5813	162,000	4	3549	493	3
Millbury	3248	134,600	11	1336	428	12
Millville	628	128,300	12	159	498	2
Northbridge	2748	142,800	7	2006	456	7
Sutton	1944	167,500	3	317	429	11
Upton	1337	184,700	1	473	458	6
Uxbridge	2690	142,200	8	1083	461	5
Total	27,804			12,387		

Source: 1990 Census

TABLE 15  
REGIONAL VACANCY RATE

Number of Owner Occupied Units	27,804
% of Units Occupied by Owners	69.2%
Number of Renter Occupied Units	12,387
% of Units Occupied by Renters	30.8%
Total Number of Occupied Units	40,191
Total Number of Housing Units	42,516
Regional Vacancy Rate	5.5%

Source: 1990 Census

A second source of information on cost of housing in the community is available from the Board of Assessors. The selling price of all properties is recorded at the Registry of Deeds and forwarded to the Assessors in each community to assist in the accurate assessment of all properties during revaluation. The sales data of single family homes and condominiums for the period January 1, 1989 to November 15, 1991 is shown in Table 16. The term "arms length transactions" refers to all sales not conducted between family members or interested parties. The median price of single family detached homes of \$166,500, as might be expected, is much higher than that for condominiums, \$108,000; this is also consistent with the median value of \$160,200 for all owner occupied units reported in Table 14 at the time of the 1990 Census.

TABLE 16

ARMS LENGTHS TRANSACTIONS

JANUARY 1, 1989 - NOVEMBER 15, 1991

<u>Single Family Homes</u>		<u>Condominiums</u>	
< \$ 99,999	9	< \$69,999	7
100,000 - 124,999	12	70,000 - 79,999	7
125,000 - 149,999	32	80,000 - 89,999	3
150,000 - 174,999	35	90,000 - 99,999	8
175,000 - 199,999	35	100,000 - 109,999	14
200,000 - 224,999	13	110,000 - 119,999	16
225,000 - 249,999	7	120,000 - 129,999	13
> 250,000	6	> 130,000	4
Total Sales	149		72
Average Price:	\$168,354		\$103,358
Median Price:	\$166,500		\$108,000

Source: Sales Reported to Board of Assessors

Household Income

The 1990 Census provides information on the 1989 incomes of Hopedale residents from the long form that was provided to a sample of the population. This information is provided for all households, family households, and non-family households. (A household is one or more persons occupying a housing unit, while a family is defined as two or more persons who are related by birth, marriage, or adoption, and who live together as a household.)

TABLE 17

## 1989 INCOMES

	All Households	Family Households	Non-family Households
Households	1,959	1,546	413
Incomes:			
Less than \$5,000	58	26	32
\$5,000 to \$9,999	140	12	128
\$10,000 to \$14,999	70	31	39
\$15,000 to \$24,999	188	133	55
\$25,000 to \$34,999	248	194	65
\$35,000 to \$49,999	396	344	63
\$50,000 to \$74,999	562	530	27
\$75,000 to \$99,999	215	194	4
\$100,000 to \$149,999	67	67	-
\$150,000 or more	15	15	-
Median Income (\$)	44,961	51,117	15,852

Source: 1990 Census

It is possible to determine the real change in median incomes of Hopedale residents over the previous decade. The Census Bureau has adjusted 1979 income figures to comparable 1989 dollars by applying a factor of 1.676 to the 1979 incomes. As shown in Table 18 below, even accounting for inflation, the income of Hopedale residents has grown appreciably since 1979. Household income increased 39.4%, family income increased 27.8%, and per capita income increased 30.5%. This can be partially explained by the dramatic change in the number of new households created in Hopedale during the 1980's (+50.4%), with many of these new residents earning higher incomes than existing residents.

TABLE 18

## CHANGE IN MEDIAN INCOMES: 1979 - 1989

	1979 (Adjusted)	1989 (Actual)	Change \$	%
Household Income	\$32,258	\$44,961	\$12,703	39.4
Family Income	39,983	51,117	11,134	27.8
Per Capita	12,783	16,677	3,894	30.5

Source: 1990 Census



It is also useful to compare the income of Hopedale residents with that of other Blackstone Valley communities. The income of households can then be compared with housing costs to assess the ability of residents to afford homeownership.

TABLE 19

MEDIAN INCOMES IN THE BLACKSTONE VALLEY

	Household		Family		Per Capita	
	\$	Rank	\$	Rank	\$	Rank
Blackstone	38,687	8	43,321	10	15,791	8
Douglas	38,362	9	43,403	9	14,660	11
Grafton	42,310	5	47,402	5	17,313	3
Hopedale	44,961	4	51,117	3	16,677	5
Mendon	55,914	1	61,846	1	19,823	2
Milford	38,180	10	45,276	7	15,980	7
Millbury	37,438	11	45,131	8	15,474	9
Millville	40,154	6	43,187	11	15,125	10
Northbridge	36,634	12	41,969	12	14,159	12
Sutton	46,491	2	49,214	4	16,937	4
Upton	45,962	3	51,781	2	20,292	1
Uxbridge	40,059	7	45,550	6	16,531	6
-----						
State	36,952	-	44,367	-	17,224	-
County	35,774	-	42,057	-	15,550	-

Source: 1990 Census

Hopedale compares favorably with the median incomes of the other Blackstone Valley communities. Its household income is fourth, its family income third, and its per capita income fifth. Hopedale's incomes are higher than the state medians for households (22% greater) and family income (15% greater), but lower for per capita income (8% less). In sum, Hopedale can be considered among the more affluent communities in the region.

## Housing Affordability

It is possible to determine the ability of Hopedale residents to afford to buy a home in the Town by comparing the median income with the median cost of a single family home or condominium. This analysis assumes that the household is a first time home buyer without any equity from the sale of a previously owned home. First, one must determine what the mortgage payments might be for each kind of unit, and secondly, calculate the ability of such a household to afford these payments.

Typical lending practices allow 28% of a household's income to be used for principal and interest payments on a mortgage. The interest rate at the time of the mortgage application is an important factor, with lower interest rates enabling a household's income to be stretched further to cover higher mortgage payments. Table 20 below shows the mortgage payments for a household for single family homes and condominiums valued at the median at interest rates of 8.5%, 10%, and 12%, with down payments of 10% and 20%, and a mortgage term of 30 years (to obtain the lowest monthly payment).

As shown in Table 20, a household attempting to buy a single family house valued at the median would have a monthly principal and interest payment of \$1024 if required to make a 20% down payment with an 8.5% mortgage for 30 years. This escalates to \$1428 per month if the household obtains a 12% mortgage but is required to only make a 10% down payment. The mortgage burden for the household is considerably less if they decide to purchase a condominium valued at the median. Their monthly principal and interest payment will be reduced to \$664 with a 20% down payment and 8.5% interest rate, and as high as \$926 with a 10% down payment and 12% interest rate.

TABLE 20  
MORTGAGE PAYMENTS FOR TYPICAL HOMES IN HOPEDALE

	Median Price	Mortgage Amount	30-Year Term Monthly Mortgage		
			8.5%	10%	12%
Single Family Detached	\$166,500	133,200 - 20% Down	1024	1170	1269
		149,850 - 10% Down	1152	1316	1428
Condominium	108,000	86,400 - 20% Down	664	759	823
		97,200 - 10% Down	747	853	926

Knowing what housing costs will be under these assumptions, it is possible to determine the ability of a household earning the median income for Hopedale to afford to purchase one of these dwellings. Assuming that 28% of a household's income is available

for principal and interest payments, the ability of households to afford to buy a home in the Town can be quickly determined.

Table 21 reveals that it is very difficult for a first time home buyer to afford to purchase a single family home; a household earning the median income (\$44,961) would be able to qualify to purchase a median priced single family home if they were able to afford a 20% down payment and obtain an 8.5% interest rate for 30 years. Under all other assumptions for single family homes, the household would not be qualified by a bank to buy such a home. Of course, lower priced homes are available in the Town for these households, but those households earning substantially below the median would have difficulty affording one of these homes.

TABLE 21

INCOMES NEEDED TO SUPPORT MORTGAGE PAYMENTS

	Monthly Mortgage	Monthly Median Income Avail.*	Surplus (Deficit) of Monthly Income
<u>20% Down Payment</u>			
Single Family			
8.5%	1024	\$1,050	\$ 26
10%	1170	"	(\$120)
12%	1269	"	(\$219)
Condominium			
8.5%	664	"	\$386
10%	759	"	\$291
12%	823	"	\$227
<u>10% Down Payment</u>			
Single Family			
8.5%	1152	"	(\$102)
10%	1316	"	(\$266)
12%	1428	"	(\$378)
Condominium			
8.5%	747	"	\$303
10%	853	"	197
12%	926	"	124

\*Based upon a median household income of \$44,961, the monthly income is \$3,747, and 28% of that figure (the amount available for principal and interest) is \$1,050.

On the other hand, condominiums do appear to be a viable alternative for residents attempting to purchase their own home.

Under all assumptions, a median income household would qualify to purchase such a unit. Over time these households may see the equity in the unit appreciate and, as their incomes increase, make the move into the single family detached market.

Another way of looking at this issue is to determine the housing value median income households can afford. Assuming that 28% of monthly income is available for principal and interest, mortgage and housing prices are shown in Table 22 for interest rates of 8.5%, 10%, and 12%. Mortgage amounts range from \$110,000 to \$136,500, and indicate a substantial increase in the value of housing one can afford as interest rates drop. While it is often very difficult for a first time home buyer to accumulate personal savings toward a down payment, those households who can put 20% down will be able to afford a median priced home when interest rates are low.

TABLE 22

HOUSING AFFORDABILITY FOR MEDIAN INCOME HOUSEHOLDS

Median Household Income	Maximum Mortgage Payment	Mortgage Rate	Maximum Mortgage	Purchase Price	
				10% Down	20% Down
\$44,961	\$1,050	8.5%	\$136,500	\$151,700	\$170,600
		10%	119,600	132,900	149,500
		12%	110,200	122,400	137,800

The Supply of Subsidized Housing

In 1990, Hopedale had a total of eighty units of subsidized housing units for the elderly on Hopedale Street administered by the Hopedale Housing Authority. However, there are no subsidized units managed by the Housing Authority for low income families. The elderly units were funded under the Commonwealth's Chapter 667 program, which provides units for low income elderly households.

Under Chapter 40B of the General Laws (sometimes referred to as Chapter 774 of the Acts of 1969, or the "Anti-Snob Zoning Act"), a goal has been set for each community to achieve at least 10% of its housing stock devoted to low and moderate income households. To further the creation of subsidized units, the statute allows for developers to apply for comprehensive permits from the local Zoning Board of Appeals (ZBA). Such a permit allows for the developer to submit a single application to the ZBA rather than multiple applications with separate local permitting agencies. The ZBA acts in place of such boards who normally have jurisdiction over a proposal.

Comprehensive permits allow a developer to override local regulations in order to proceed with a subsidized housing project that is not otherwise allowed in the community. For example, apartments may be built in single family zoning districts, and the number of units normally permitted by the zoning by-law for the district may be exceeded. The Board may deny the comprehensive permit, or approve the application with conditions designed to respond to local needs. However, if a community has not achieved its ten percent goal, and if the developer believes the conditions imposed by the Board would render the proposed project "uneconomic", he may appeal the decision to the state's Housing Appeals Committee (HAC). The HAC may find that a ZBA's denial was unreasonable and not consistent with local needs and order the Board to issue the comprehensive permit. Or, in the case of approval with conditions, the HAC may order a ZBA to modify or remove any condition to make the project economical and consistent with local needs.

Hopedale has not achieved its 10% goal. The 80 subsidized units of elderly housing represents 3.9% of the housing stock in existence in 1990. Thus, the Town is subject to the possibility of the HAC overriding a decision of the ZBA on a comprehensive permit application. Because of the low number of subsidized units available, and the absence of any subsidized units for low income families, the Town should take the initiative to propose such units in appropriate locations rather than having to respond to proposals of developers in unsuitable locations.

Recently, the Town was confronted with a comprehensive permit application, which resulted in an appeal to the HAC. Hamlet Development Corp. submitted a comprehensive permit application to the ZBA for sixty units under the State's Homeownership Opportunity Program (HOP). During the process, the developer downsized his application to include forty-six single family and duplex units. The site consisted of about half the area enclosed by Plain St., Mellen St., and South Main St. near the Hopedale Airport.

The ZBA denied the application due to its concerns of potential aircraft crashes. The Town has not adopted any zoning or other development regulations that act to restrict development in the area affected by flight patterns of the Airport. The HAC admitted that the regional need for subsidized housing in the Town is significant. "Thus, based upon the 5.84% of subsidized housing in Hopedale, it is clear in this case that the regional need for housing is great." (Hamlet Development Corp. v. Hopedale Zoning Board of Appeals, No. 90-03, Jan. 23, 1991) However, the HAC felt that the risk of air crashes in the vicinity of the Airport outweighed the need for additional subsidized housing in the Town and upheld the denial of the ZBA in this case.

#### Summary

The large increase in the Town's housing stock in the 1980's is perhaps due to a number of factors: its location within reasonable commuting times of major employment centers, the rapid expansion of the state economy, excess capacity of the sewage treatment plant,

lower cost of land in comparison to metropolitan Boston, and growth in incomes of the region's population. As economic conditions declined in the late 1980's, housing starts decreased dramatically. It is likely that as the economy improves in the mid-1990's, there will be a moderate upswing in new housing construction in Hopedale, but it should not approach the levels of the previous decade.

Most of the future housing growth will probably consist of low density, single family detached homes to meet the needs of more affluent households. There is presently no vacant land zoned for multiple family housing. But as the demand increases for elderly housing, new elderly developments could be permitted. In addition, if there is a perceived need for higher density family housing, developers could propose comprehensive permits. This allows a developer to override local zoning controls since the Town has not met the state goal set forth in M.G.L. Chapter 40B of having 10% of its housing stock available to low and moderate income households.

Providing affordable housing options can assist young adults who grew up in the Town to purchase their first home here. Identifying suitable sites for affordable housing, and working cooperatively with developers, can help to mitigate the impacts that are sometimes imposed on surrounding neighborhoods. In addition, local officials should make a good faith effort to try meet the state's 10% goal. For example, a zoning amendment can be adopted which would encourage a small number of affordable units to be built in conventional developments by offering a bonus to builders who are willing to provide such housing.

The survey results indicate strong support for in-law apartments to allow family members to live in separate units created within single family dwellings. A Zoning By-Law amendment should be drafted and presented to Town Meeting to permit this technique while offering protections to surrounding neighborhoods.

Finally, regulations for conventional single family housing should be critically examined to determine if new design options should be adopted to encourage the preservation of open space for the protection of natural resources and for passive recreation use of such land by residents.

## CHAPTER 5

### ECONOMIC DEVELOPMENT

#### Employment Growth

Employment in Hopedale grew at a rapid pace during the first half of the 1980's, but in recent years, has either declined or stabilized. Table 23 displays employment change over the last decade from figures of the Massachusetts Department of Employment and Training (DET). In 1981, employment in the Town was 885 persons. A healthy economy in the early part of the decade brought about rapid gains in employment, with the peak gains occurring in the years 1983 - 1987, resulting in 958 new jobs being created. Since that period, the number of jobs has fallen sharply, with only 1990 showing a slight gain in job creation. Overall, between 1981 and 1991, employment in Hopedale rose by 595 new jobs, for an increase of 67.2%

TABLE 23

EMPLOYMENT CHANGE IN HOPEDALE \*  
1981 - 1991

Year	Total Employment	Change (#)	Change (%)
1981	885	- -	- -
1982	984	99	11.2
1983	1,222	238	24.2
1984	1,421	199	16.3
1985	1,571	150	10.6
1986	1,828	257	16.4
1987	1,942	114	6.2
1988	1,652	-290	-14.9
1989	1,491	-161	-9.7
1990	1,526	35	2.3
1991	1,480	-46	-3.0
1981 - 1991	- - -	595	67.2

Source: Mass. Department of Employment and Training

Table 24 displays how Hopedale compares to its sister towns in the Blackstone Valley. The past decade was one of significant growth for the region. The Blackstone Valley had once known prominence as one of the nation's leading manufacturing areas; but obsolete buildings and the need for modern manufacturing facilities caused many of the region's employers to close their plants and move operations to other locations in the U. S. and overseas. The vacant Draper plant stands as undisputable witness to a once thriving manufacturing facility that no longer meets the needs of current industry.

From 1981 - 1990, the Blackstone Valley gained 6,835 new employees, for a rather significant gain of 30.3%. While much of this growth can be attributed to a healthy state economy during the decade, some of it is also a direct result of regional cooperation among key business leaders in the Valley.

Hopedale participated in this regional growth: the 641 new jobs created by 1990 in the Town represents 9.4% of the total growth in the Valley. Milford exerts a strong economic influence on Hopedale due to its larger commercial and industrial base; it had the largest gain in employment in the region, increasing by an astonishing 4,114 new jobs, accounting for 60.2 of the Valley's job growth. Milford has been actively pursuing development of high technology firms, and several new office and industrial parks have been built along stretches of I-495. Millbury also enjoyed significant job gains with 1,029 new employees.

Hopedale was third in absolute job growth for the region during this period, and had the second highest percentage growth of the twelve town area. This has enabled Hopedale to move from seventh to sixth in total jobs in the Valley. This is a noteworthy achievement in light of the fact that Hopedale is eleventh in area in the twelve town region. (Only Millville is smaller.) It would seem that the Town has begun to overcome the economic hardship caused by the closing of the Draper plant with new businesses helping to replace job losses in the manufacturing sector.



TABLE 24  
EMPLOYMENT CHANGE IN THE BLACKSTONE VALLEY  
1981 - 1990

	Employment		Change		Rank		
	1981	1990	#	%	1981	1990	% Growth
Blackstone	714	907	193	27.0	9	9	7
Douglas	814	662	-152	-18.7	8	11	12
Grafton	3,359	3,543	184	5.5	2	2	8
Hopedale	885	1,526	641	72.4	7	6	2
Mendon	393	879	486	123.7	11	10	1
Milford	7,067	11,181	4,114	58.2	1	1	3
Millbury	2,295	3,324	1,029	44.8	4	3	4
Millville	78	111	33	42.3	12	12	6
Northbridge	3,092	3,082	-10	-0.3	3	4	11
Sutton	1,243	1,285	42	3.4	6	7	9
Upton	634	915	281	44.3	10	8	5
Uxbridge	1,988	1,982	-6	-0.3	5	5	10
Total	22,562	29,397	6,835	30.3			

Source: Mass. Department of Employment and Training

In what sectors have these new jobs in Hopedale been created? Table 25 reveals that the greatest increase has occurred in the service sector, where 272 new jobs were created, comprising 42.4% of all new jobs in the Town. (See Table 31 for a further breakdown of jobs in this sector.) This is consistent with trends in the State and nation as job losses in the manufacturing base have been more than offset by gains in the service sector.

Given this national trend, it is somewhat surprising that Hopedale's second largest gain occurred in manufacturing, with 133 new jobs. While the overall extent of the growth is significant, there were several fluctuations during the decade; the high of 411 manufacturing jobs was achieved in 1987; it declined to 284 jobs by 1989, but then rebounded to 339 jobs in 1990. It is likely that there will be continued instability in this sector until the Town is able to entice new industries to locate here.

TABLE 25

## AVERAGE ANNUAL EMPLOYMENT\* IN HOPEDALE

Yr.	Total Employ.	Agriculture		Contract Construc.	Manufac- turing	Transp.		Whole/ Finance	
		Forestry	Mining			Commun.	Retail	Trade	Insur. Services
81	885	160	C	0	92	206	223	49	C 146
82	984	160	C	0	116	207	227	88	C 174
83	1222	168	C	0	C	338	264	86	C 185
84	1421	172	C	0	C	365	262	134	C 239
85	1571	175	C	0	C	292	277	189	C 291
86	1828	158	C	0	C	398	327	205	C 302
87	1942	191	C	0	C	411	329	210	C 317
88	1652	243	C	0	139	403	315	108	8 415
89	1491	225	C	0	115	284	302	126	C 411
90	1526	208	21	0	84	339	311	137	8 418
81- 90	641	48	-	-	-8	133	88	88	- 272

\* Data is for establishments subject to unemployment compensation laws.

Source: Mass. Department of Employment and Training.

C. The Mass. DET withholds employment for an industry category "if there are less than three reporting units in the total, or if with three or more units, one unit accounts for 80% or more of the total."

The other sectors where job growth occurred were in wholesale and retail trade (up 88 jobs), transportation, communication and utilities (up 88 jobs) and government (up 48 jobs). Employment in the construction sector decreased by 8 jobs overall; this is likely the result of the decline in the national economy and the lack of available financing for new construction projects.

Perhaps somewhat surprising is the lack of jobs in the finance, insurance and real estate sector, with only 8 jobs reported in 1990. Much of the demand for these services is probably provided by firms in Milford, where such occupations comprise about 5% of Milford's total employment.

#### Employment of Hopedale's Labor Force (Residents Age 16 and Over)

Table 26 shows similar data from the 1990 Census for Hopedale residents regardless of where they may be employed. The increase of 1,014 jobs in the labor force is attributable to the increase in population that occurred during the decade. The Town's population grew by 1,761 people, or by 45.1%, while the rate of labor force growth was 57.5%; thus, the rate of job creation outpaced the rate of population growth, a rather favorable economic condition.

TABLE 26

#### EMPLOYED PERSONS 16 AND OVER BY INDUSTRY: 1980 AND 1990

	1980	1990	Change
Agriculture, Forestry, Fisheries, Mining	0	24	24
Construction	60	175	115
Manufacturing			
Nondurable Goods	93	139	46
Durable Goods	471	543	72
Transportation	48	60	12
Communication, Other Public Utilities	59	80	21
Wholesale Trade	15	134	119
Retail Trade	300	453	153
Finance, Insurance, Real Estate	75	271	196
Business and Repair Services	45	88	43
Personal, Entertainment, Recreation Services	27	66	39
Professional and Related Services			
Health Services	163	287	124
Education Services	222	257	35
Other Professional and Related Services	90	134	44
Public Administration	95	66	-29
TOTALS	1,763	2,777	1,014

Source: 1990 Census

The largest number of Hopedale residents are presently engaged in manufacturing, with 682 residents so employed. More people are engaged in manufacturing of durable goods (543) than nondurable goods (139). The high percentage of manufacturing jobs (24.6%) is perhaps a remnant of the days when the Draper facility was active. Employees probably found similar jobs in other communities where their skills could be utilized.

Retail trade is the second largest component of the labor force with 453 jobs, and it increased by 153 jobs during this period. Such jobs are generally lower paying and lower skilled. The retail sector of the regional economy grew at a rapid pace during the decade. Shopping center developers responded to a perceived lack of retail facilities in the area and sought to capture the disposable income of the local population. Such jobs have generally been in suburban shopping centers and malls, and not in the more traditional Main Street/Town Center types of stores.

Jobs in the finance, insurance, and real estate sector tripled, increasing by 196 jobs, which is the largest gain of any category. Other sectors showing large gains were construction (up 115 jobs), and health services (up 124 jobs). The health industry nationally is in a period of growth, and the presence of Milford-Whitinsville Regional Hospital provides substantial employment for residents of surrounding communities. All sectors grew in jobs during the period, except for public administration, which fell by 29 jobs.

Table 27 provides a slightly different perspective by showing the types of occupations of Hopedale residents. Residents are most frequently employed in Managerial & Professional Specialty occupations (942 jobs, up by 404) and in Technical, Sales and Administrative occupations, (959 jobs, up by 412). Residents employed in service occupations grew more slowly, with an increase of 83 jobs during the decade. Among manufacturing and blue collar workers, there were decreases in machine operators, assemblers, and inspectors (down 56 jobs), but these were more than offset by gains in transportation and lower paying handlers, equipment cleaners and laborers.

In summary, there were significant gains during the past decade in higher paying managerial and professional occupations; this may have been caused by an influx of educated and skilled professionals moving into Hopedale and being attracted to the Town's residential neighborhoods. There were also significant gains in sales and clerical type jobs, perhaps a result of more two wage earner families. Employment in manufacturing occupations (machine operators, assemblers and inspectors) declined, perhaps a result of former Draper employees leaving the labor force.

TABLE 27  
EMPLOYED PERSONS 16 YEARS AND OVER BY OCCUPATION  
1980 AND 1990

	1980	1990	Change
Managerial & Professional Specialty			
Executive, Administrative, Managerial	208	521	313
Professional Specialty	330	421	91
Technical, Sales, Administrative			
Technicians & related support	61	110	49
Sales	111	400	289
Administrative support, clerical	375	449	74
Service			
Private household	18	---	-18
Protective service	45	6	-39
Service, except protective & household	135	275	140
Farming, Forestry, and Fishing	0	22	22
Precision Production, Craft, and Repair	246	287	41
Operators, Fabricators, and Laborers			
Machine operators, assemblers, inspectors	148	92	-56
Transportation and material moving	32	53	21
Handlers, equipment cleaners, laborers	54	141	87
TOTALS	1,763	2,777	1,014

Source: 1990 Census

#### Unemployment Rates

Table 28 shows the unemployment rates for the U.S., Massachusetts, and Hopedale. The healthy condition of the Massachusetts economy in the mid-1980's is clearly demonstrated, as unemployment rates in the 3% - 4% range were the norm. During this period, the State's rates were consistently lower than the national average, but by the early part of the 1990's, the State's unemployment rate began to exceed the national average.

Hopedale's unemployment rate is closely tied to that of the State, and now that the rate for Massachusetts is quite high, Hopedale residents have suffered. It can also be noted that the Town's unemployment rate is slightly higher in most cases than that of the State, suggesting that Hopedale residents are more prone to layoffs than other communities when the State enters a recession.

The State and national economies have been stagnant for the past several years, but unemployment rates have begun to slowly improve. Economists are hopeful that the economy will enter a new period of modest growth by 1993 or 1994, which should help to lower the unemployment rate.

TABLE 28

## UNEMPLOYMENT RATES

	U.S.	MASS.	HOPEDALE
June, 1986	7.3	3.7	4.6
June, 1987	6.3	3.1	3.8
June, 1988	5.5	3.4	3.6
June, 1989	5.5	3.9	4.7
June, 1990	5.3	5.8	8.2
June, 1991	6.9	9.5	10.1
June, 1992	7.8	9.0	9.7

Source: Mass. Department of Employment and Training

Wages and Number of Establishments

As the skills of Hopedale residents have evolved into more managerial and professional occupations, wages have increased substantially. From 1981 to 1990, wages grew by \$8,357, to attain an average annual wage of \$24,358.

As Table 29 depicts, there has also been a steady and rapid increase in the number of establishments. The number of firms grew by 65 over the period, more than doubling since the decade began. Since the growth in the number of firms in the Town (108%) increased faster than the growth in employment (72%), smaller sized firms have helped to create many of the jobs in the past decade. It can also be concluded that the smaller firms have resulted in higher paying jobs, as reflected in the higher average annual wages for Hopedale residents. Economists generally believe that an increase in the number of small firms helps to diversify the local economy and shield it from the effects of a downturn which may hit one industry particularly hard. Large employers may incur substantial layoffs during such times, and are susceptible to plant closings or consolidations proposed by corporate headquarters in other states.

The higher wages are also reflected in the total annual payroll for local employees. During the decade, the payroll increased from \$14.2 million to \$37.2 million. Since local wages increased by more than 162%, Hopedale residents had more disposable income to spend on housing and goods and services in the local area. This effect may be one reason for the rapid pace of new housing construction in the community during the 1980's.

TABLE 29  
WAGES IN HOPEDALE \*

Year	Total Annual Payroll (000's)	Average Annual Wage			Number of Establishments
		Wage	Change (\$)	(%)	
1981	\$14,161.6	\$16,001	- -	- -	60
1982	16,929.8	17,205	1,204	7.5	64
1983	21,823.8	17,859	654	3.8	71
1984	25,774.5	18,138	279	1.6	78
1985	28,059.1	17,860	-278	-1.5	89
1986	34,943.5	19,115	1,255	7.0	103
1987	40,579.3	20,895	1,780	9.3	113
1988	38,473.4	23,288	2,393	11.5	108
1989	33,663.4	22,578	-710	-3.0	107
1990	37,169.8	24,358	1,780	7.9	125
1981- 1990	23,008.2	- - -	8,357	52.2	65 (108.3%)

\* Data is for establishments subject to unemployment compensation laws.

Source: Mass. Department of Employment and Training

### Economic Censuses

The U.S. Census Bureau conducts censuses of trade every five years, and information for 1987 was just recently released by the Bureau. Table 30 shows information from the 1987 Census of Retail Trade.

For Hopedale, there were only 15 firms engaged in retail trade in 1987, and these were fairly evenly distributed for the types of businesses shown, except for gasoline service stations, of which there were three. It can be concluded that Hopedale has relatively little retail activity for a town with its size population. As noted in Chapter 2, most residents shop in Milford for the goods that they require. The survey also indicated a desire to encourage more retail trade in Hopedale.

TABLE 30

## CENSUS OF RETAIL TRADE, 1987

Type of Establishment	No.	Sales in \$ 000s						Employment					
		<100	100-250	250-500	500-1000	>1000		1-4	5-9	10-19	20-49	50-99	
Hardware Store	1			X					X				
Grocery Store	1	X						X					
New/Used Car Dealers	1					X					X		
Tire/Battery/Dealers	1				X				X				
RV Dealers	1			X				X					
Gasoline Service Sta.	3				XX	X			XXX				
Furniture Store	1				X				X				
Eating Places	1	X							X				
Liquor Stores	1			X				X					
Sporting Goods Stores	1		X					X					
Gift/Novelty/ Shops	1		X					X					
Direct Selling Estab.	1*												
Miscellaneous Retail	1	X						X					
Total	15	3	2	3	4	2		6	7				1

\*Data Incomplete

1987 Total Sales: \$19,147,000

1987 Payroll: \$1,446,000

1987 Number of Paid Employees: 83



Table 30 reveals that there were only 83 employees engaged in retail trade in 1987 (in firms subject to unemployment compensation laws). Six shops had four or fewer employees, and seven shops provided jobs for between five and nine employees. Only one store in Hopedale contained more than twenty employees. These employees earned a payroll of \$1.45 million based upon total sales of \$19.15 million.

Table 31 contains information from the 1987 Census of Service Industries, which shows a much greater influence than the retail sector of the economy. A total of 38 firms were reported as falling within this sector. Establishments in this sector are also small in size, with twenty-seven firms reporting nine or fewer employees. However, six firms reported over fifty employees, indicating that this sector has the potential to create greater employment growth than that of the retail sector. A total of 245 employees were engaged in service occupations in Hopedale in 1987, generating a payroll of \$3.17 million, based upon total receipts of \$8.07 million. Hopedale officials may wish to target new employment opportunities to this sector, given its already strong presence in the community, and its potential to create a greater number of jobs.

Further information on industrial uses can be found in Table 32 from the Census of Manufacturing. Twelve firms were engaged in a manufacturing enterprise, with a fairly wide range of activities reported. Six firms had fewer than 19 employees, four had fewer than fifty employees, one firm (in electronics components manufacturing) had between fifty and ninety-nine employees, and one firm had more than one hundred employees, the Rosenfeld Concrete plant.

TABLE 31

## CENSUS OF SERVICE INDUSTRIES, 1987

Type of Establishment	No.	Receipts in \$ 000s					Employment			
		<100	100-250	250-500	500-1000	>1000	1-4	5-9	10-49	50-99
Beauty Shops	1	X					X			
Building Cleaning/Maint.	1	X					X			
Computer/Data Processing	3*			X	X			XXX		
Auto Repair Shops	1		X				X			
Other Auto Services	1	X					X			
Watch/Clock/Jewelry Repair	1*									
Other Services	10	X		XXXX	XXX	XX	XX	XXX	X	XX
								XX		
Offices & Clinics of	4			XXX	X		X	XXX		
Doctors of Medicine										
Office of Dentists	1				X				X	
Offices Clinics of	1			X				X		
Doctors of Osteopathy										
Offices & Clinics of Other	3			X		XX		X		XX
Health Practitioners										
Nursing and Personal Care	2					XX				XX
Services										
Specialty Hospitals	1				X			X		
Home Health Care Services	1				X			X		
Other Health Services	1				X			X		
Legal Services	1	X					X			
Vocational Schools	1	X					X			
Other Schools & Educa-	1		X					X		
tional Services										
Social Services	1		X					X		
Accounting, Auditing &	1*									
Bookkeeping Services										
Research & Testing	1*									
Services										
Totals	38	6	3	10	9	6	9	18	2	6

\* Data Incomplete

1987 Total Receipts: \$8,068,000

1987 Total Payroll: \$3,165,000

1987 Total Number of Paid Employees: 245

TABLE 32  
CENSUS OF MANUFACTURING, 1987

Type of Establishment	No.	Number of Employees			
		1-19	20-49	50-99	100-249
Die-Cut Paper and Board	1	X			
Bookbinding & Related Work	1	X			
Plastics Products	1		X		
Ready-Mixed Concrete	1				X
Steel Wire & Related Prod.	1	X			
Metal Stampings	1	X			
Metal Coating	1		X		
Fabricated Metal Products	1		X		
Industrial Machinery	1		X		
Electronics Components	2	X		X	
Other Manufacturing	1	X			
Total	12	6	4	1	1

#### The Draper Property

The Draper factory contains about 1.7 million square feet of floor space, which is an enormous area to try to occupy with productive economic activity. The property is currently zoned industrial as befitting its past history.

The survey results indicate that residents overwhelmingly believe the property should be returned to some useful economic purpose. In Question 8, residents were asked which type of business development they would favor for the property. Manufacturing and light industry were most frequently checked, but office & professional uses, as well as retail activity, received marks that were higher than those received for other parts of Town. In addition, the results for question 10 reveal that commercial and industrial development again received the highest marks for future use of the Draper property. The only use that residents do not seem to support is housing, particularly family housing, although respondents were less critical of housing for the elderly.

In the comments section, respondents offered strong opinions on the reuse of this facility. Many comments were made about getting the property back in use, and some also felt that if no viable use was possible, the buildings should be torn down rather than sit idle. Many did not offer specific ideas on the best use for the facility, but there seems to be a consensus that almost any use, except housing related, would be acceptable. Some ill-will was evident as respondents also believed that a large sum of back taxes were owed the Town, and that the Town had some power to take the property if back taxes were not paid.

According to the current owner of the property, First American Realty, Inc., when acquired, the property had been neglected for

several years; a great deal of work has been accomplished in the past year cleaning up the interior floor space of materials that had been left behind by previous tenants. A detailed structural inventory has been completed in order to determine the current condition of the property, and to decide which sections can be saved and which should be torn down. The owners indicate that approximately 1.2 million square feet can be saved and renovated. In addition, environmental contamination is not perceived to be a serious problem that would entail great expense to clean up after decades of industrial activity.

The owner's preferred use of the property is consistent with the current zoning classification: a mix of manufacturing, assembly, light industry, warehousing, etc. But, with the current economic downturn and the large inventory of industrial space available in the market at the present time, marketing efforts at attracting industrial firms to locate here have so far not been successful. In the long run, however, if this strategy is successful, it will benefit Hopedale by diversifying the local economy and adding many new jobs.

Massachusetts is well known for its highly skilled, well-educated work force, and for entrepreneurial innovation in the development of new, technically sophisticated products. Recent upheavals in the high technology sector have caused large computer based industries to falter; but at the same time, it has spurred many fledgling companies to arise as former employees use their skills to develop new products. Smaller companies often can bring such products on-line more quickly and at cheaper cost than established firms, but may be restricted by lack of suitable low cost industrial space and lack of access to capital to finance such ventures. Targeting these types of companies, and providing the services and equipment they need, may be a useful strategy for the owners, and as the companies expand, additional space can be readily provided.

Large office and professional uses seeking Class A space, while desired by residents, would probably find the location unacceptable. Prestigious office and high technology companies generally prefer immediate access to an interstate, and this property has no direct access to I-495. In addition, very high renovation costs are often needed to accommodate professional uses, and it is generally more cost effective to build modern facilities to suit the needs of the particular company.

It is also possible that a re-zoning to allow other uses may be necessary. If, for example, a large institutional use wished to renovate and occupy a large portion of the property, the Town could be asked to make the necessary change to capture the opportunity. Another possible scenario is to allow a mix of different uses for the property, including business, industrial, retail, and perhaps even a limited amount of housing. Such a concept could have significant advantages to the Town Center by creating a lively mix of many different kinds of uses. The Town should recognize the difficulty of finding tenants who are willing to locate in an

obsolete factory building, and be flexible in accommodating a variety of possible uses.

There are likely to be impacts associated with reuse of such a large facility, particularly traffic related. Once the entire space is occupied, employee commuting and business shipping will impact the Town Center, as the Draper facility must once have affected the area. Fortunately, Fitzgerald Drive is a private way owned by the owner of the facility, and traffic can be directed to use that route rather than disturb the institutional uses on Hopedale Street.

Water and sewer services will be needed by the tenants of the plant. Capacity exists in both areas to meet the needs of moderate water users. If a highly intensive water and wastewater industry locates here, some upgrading of these services might be needed.

Parking is likely to cause a significant impact on the surrounding neighborhood if large lots are needed to accommodate hundreds of employees. Sufficient land is apparently available for this purpose, but the visual impact of large areas of asphalt can be severe. Parking to the rear of the main buildings would be preferable, and depending upon the ultimate marketing scheme, several sections of the building can be removed to provide parking and loading areas for the businesses. The parking plan should incorporate measures to minimize impacts on the Town Center, such as landscaping and buffering.

The presence of a large number of employees here offers the possibility of small businesses springing up in the area to meet their daily needs. It is possible that uses such as restaurants, copy centers, convenience stores, pharmacies, book stores, and the like could be attracted to the Town Center. As discussed in Chapter 3 on Land Use, the zoning in this area is not entirely compatible with such a scheme, and it may be worthwhile to develop a new type of Village district to diversify permitted activities in the area.

One obstacle over which the owner has no control is the condition of the Grafton and Upton (G&U) Railroad. Much of the visual blight of the area is directly related to the abandoned rail line and debris stored on their property. Several years ago, the G&U relocated its engine facilities from Hopedale to Washington Mills in Grafton. It currently operates only a one mile segment from the Conrail main line in North Grafton to Washington Mills. The rail line is currently inactive through Hopedale, and there is little likelihood of rail service being restored in the Town.

The factory is intimately related to its surroundings. Many of the institutional buildings and recreational facilities in this area were also built by the Draper family to serve the needs of the Town. An overall plan of development should be proposed which can allow for input by local officials and residents. Such a scheme may require certain improvements by the Town to upgrade its infrastructure. Given the desire by the townspeople to put the plant back on the tax rolls, the Town should do its part to help move the re-use process forward.

In sum, local officials should not give up hope that the property can once again be a significant contributor to the economic vitality of the Town. It is likely that leasing of space will be slow at first and the large amount of floor area will take many years to occupy, but the ultimate pay-off will be substantial. At this point in time, the most appropriate use for the property may well be a variety of start-up industrial operations. These would provide employment for residents of the surrounding region, offer potential for rapid expansion, and create new business opportunities via the purchase of goods by the companies in the facility and by its employees. If this concept does not work out, the Town should be willing to accept alternative schemes, including an integrated mixed use development, that will benefit the Town Center and result in a productive use of the property.

### Home Occupations

Home occupations are an important source of income for many families and can contribute significantly to a community's economic growth. New businesses often begin at home, and once established, expand to new locations and create new jobs. The widespread use of personal computers and modern telecommunications increasingly allow for the transmission of information without the need for individual contact. Many families now require a second income to help make mortgage payments and afford the amenities of modern life. Home occupations can also allow one individual to work part time at home, engage in child care, and still contribute financially to household income. In sum, demographic and social factors will cause home occupations to grow in popularity, and barriers to starting-up benign home businesses should be removed.

Regulations for home occupations in Hopedale have not been updated since the inception of zoning (1973), and do not adequately account for changes in society. There are two types of home occupations referred to in the Zoning By-Law:

- 1) A Residential Office is an office for clerical work performed by a resident for an activity conducted elsewhere; non-residents are not permitted to work in the home, and there can be no signs or contact with customers.
- 2) A Professional Office is an office maintained by a resident, but is limited only to a licensed doctor, dentist, optometrist, attorney, architect, or accountant; a site plan review is required by the Planning Board.

Residential Offices are allowed by right in RA, RB, RP, and C districts, and by special permit in RA-1 and HMF districts, and are prohibited in RC, GB, I, REC, T, and CEM. By contrast, Professional Offices are permitted by right in GB, C, I, and T districts, are permitted by special permit in RA, RB, RP, and HMF districts, and are prohibited in RA-1, RC, REC, and CEM.

The two definitions do not take into account some of the home occupations that are prevalent today. A Residential Office refers only to clerical workers, and a Professional Office is limited only to those specific uses listed. Both types ignore businesses and professions that may be no less detrimental to a neighborhood than those specifically allowed. The category of Residential Office should be changed to Home Occupation to expand the types of activities allowed beyond clerical work. Regulations should be adopted which control the impacts of businesses on the neighborhood in which they are located. Specific standards can be adopted that, if met, can allow unobtrusive businesses to locate in a dwelling if only minor impacts will arise in conjunction with the business.

Where activities could impact a residential neighborhood, a special permit should be required. For example, if a use will employ non-residents, have retail sales on the premises, require truck deliveries, or have outdoor storage of goods, it is important to have local authorities review the proposed use and set conditions that can help to maintain the tranquility of the neighborhood. Regarding Professional Offices, the definition should recognize other types of professions which may have similar characteristics as those listed.

Finally, the districts in which home occupation are permitted should be more consistently applied. RA-1 for example, is similar in most respects to RA and RB; there is no apparent reason why Residential Offices should require a special permit in RA-1 and be permitted by right in RA and RB. Using the performance approach discussed above, it is possible to allow some home occupations by right in all residential districts and other types of businesses by special permit. Use of a home for a professional office can then be allowed in all residential districts as long as the standards are met. In non-residential districts, there is probably no need for a special permit for a home occupation as long as the use is one permitted in the district.

### Encouraging Economic Development

When undertaking actions to encourage economic development in Hopedale, it is important to consider how developers might perceive the Town as a location for doing business. Presented below is a discussion of how Hopedale fares in regard to some of the key factors affecting location decisions by new businesses.

1. **Community Attitude:** Hopedale has a long history as a manufacturing community and living harmoniously with the Draper facility. Today's attitudes are extremely positive for encouraging economic growth, perhaps in part a reflection of the Town's heritage. Developers are often unwilling to consider locating in a community which they perceive as likely to oppose new growth.
2. **Transportation:** The Town's access to the highway network is neither a strength nor a serious liability. I-495 is near-by, although there is some difficulty in accessing the interstate in

Milford. Route 140 provides a good north-south route, contains little congestion along its length, and does offer direct access to I-495, Route 20, and the Mass. Turnpike (via Route 122 in Millbury). Highway factors may be better suited for light industrial activities rather than professional office parks, which often prefer direct access to an interstate to minimize commuting distances for large numbers of employees. On a larger scale, the Town's location within the Boston-Worcester-Providence triangle offers ready access to large regional markets, as well as to national and international markets, via excellent highway, shipping, rail, and air facilities.

3. **Community Amenities:** Hopedale rates very highly in this regard: its history, residential neighborhoods, presence in the Blackstone Valley with its historic character and natural features, the legacy of the Draper family donations, etc. would help to make the Town attractive to employers.
4. **Available Land:** Chapter 3, Land Use, discussed currently zoned commercial and industrial districts and opportunities for re-zoning additional land for such purposes. There are several tracts with good potential for new industrial activity, but commercially zoned land, with a few exceptions, has constraints for large-scale development due to environmental factors, near-by residential uses, or poor roadway access. Since the available land in the industrial park at the Hopedale Airport is nearly occupied, a new light industrial or business park should be identified and implemented.
5. **Water and Sewer Services:** A large portion of the Town is served by these facilities, and plans should be prepared to extend water and sewer mains to areas that otherwise have potential for economic development. The sewage treatment plant has recently been upgraded to meet higher effluent standards, and it currently has excess capacity to serve new uses. This capacity could be easily consumed by new industries in the Draper plant or if other wastewater intensive industries locate in Hopedale. Water from the Town's wells is supplemented with water purchased from the Milford Water company, and ample supplies are available to meet future growth. See Chapter 6 for further details on water and sewer systems.
6. **Labor Force:** Within the Town and surrounding region lies a very capable and diversified labor force, and the presence of I-495 provides a prospective employer access to an even larger labor market. There are managers, technicians, professionals, and factory trained laborers in the region to accommodate a wide assortment of industrial and commercial activities.
7. **Tax Structure:** There is disagreement among economic development specialists concerning the effect of property taxes on economic growth. While high property taxes certainly do not help, they generally comprise a small percentage of a large business's total costs, although they may have a significant effect upon smaller firms and start-up companies. Hopedale has adopted tax



classification, and imposes a higher tax rate on commercial and industrial properties than on residential uses. Local property taxes are but one factor among many that influence business location decisions, and the overall effect upon Hopedale is probably not significant. More important are community attitudes, presence of a trained labor force, excess capacity in local infrastructure, and the quality of services that property taxes provide.

In summary, Hopedale's advantages as a host community clearly outweigh its disadvantages for attracting new development. Adoption of a sound economic development strategy that is based upon the Town's assets can eventually yield dividends in new business creation, job growth, and tax revenue.

### Economic Development Strategy

In order to be successful in attracting new economic growth to Hopedale, it is essential that local officials develop and fully support a sound economic development strategy. Resources of volunteers and paid staff are limited in small towns, and the efforts of interested individuals should be channeled into activities that can yield positive results. Presented below is a suggested strategy that is based upon the preceding sections, and is intended to meet the Town's short and long term needs.

1. Efforts that are likely to yield the most immediate results center around the revitalization of the Draper factory. Reuse of the facility is likely to be difficult and will require the cooperation of the community. The Town should not impose excessive demands upon the owners which might interfere with their efforts to secure new tenants. State grant programs for infrastructure improvements can be obtained to help make the project feasible. In addition, industrial revenue bond financing may be available through the Mass. Industrial Finance Agency to provide low interest loans to the developer. In short, the cooperation of the Town may be needed to help the renovation of the property to move forward.
2. Establishing strong ties between the public and private sectors is an important step in removing impediments to economic growth. The Town should establish a business roundtable, comprised of public officials, developers, business representatives, and large land holders in order that all perspectives may be understood. The Town once had an Economic Development Committee, but it is no longer active; either this committee can be revived or a separate structure established. In either case, success will only occur if both the public and private sectors bring their expertise to the table and work in a spirit of cooperation to improve the Town's economic outlook. The committee should meet on a regular basis to assess progress, seize opportunities for economic development, act as a liaison with the business community, and re-evaluate strategy as conditions change.

3. Just as the town-wide survey provided useful information on how residents perceive Hopedale and their desires for the future, a survey of local businesses can reveal a great deal of information on the local economy. One of the first tasks of the business roundtable could be to prepare such a survey. The survey can assess how local merchants and developers perceive difficulties in Hopedale's business climate and allow suggestions for steps that can be taken to encourage new business growth in the Town.
4. Chapter 3 offered suggestions for revising the Zoning By-Law and Zoning Map to encourage and better manage new industrial and commercial development. After a thorough discussion, amendments should be pursued that will offer new opportunities for growth as well as provide protections to the Town and surrounding neighborhoods. Without proper protections in place, large projects can generate significant opposition from residents and thwart carefully laid plans of developers and local officials.
5. While attraction of new businesses and industries to a community is often perceived as a panacea for curing economic woes, the reality is that most new jobs are created through expansion of small local businesses. Retention of existing firms, and accommodating expansion needs, is essential for creating a healthy economy. Much innovation in technology occurs in small, start-up companies; once a new product becomes a success, a company's expansion will require larger quarters and hiring of new employees, and generate further benefits to the economy through the purchase of goods and services. Maintaining a strong liaison with local entrepreneurs and responding to their needs can make a difference when expansion decisions are made.
6. Hopedale witnessed a large increase in the number of small service establishments in the 1980's. (See Table 25.) In addition, many Hopedale residents are now engaged in service occupations. (As Table 26 indicates, large gains occurred in the Finance, Insurance and Real Estate sector, as well as in Professional Services, during the previous decade.) Such services have few negative impacts on the community, are an important source of new jobs, and help to keep local dollars from leaving the local economy. The trend of small service businesses locating in Hopedale should be encouraged, possibly by attracting residents with professional skills to locate their offices in their home community when new businesses are being formed.
7. Marketing and outreach efforts are essential components of an economic development strategy. Efforts should be directed at preparing marketing materials which highlight the advantages of doing business in Hopedale and demonstrate specific parcels that are available for development. Local commercial realtors are often willing to provide such materials to prospective clients in their own efforts to help businesses find suitable quarters.
8. The survey revealed widespread support for using vacant Town land for non-residential development. Local officials should establish a database of all land holdings and identify any legal

restrictions that may prevent use for business purposes. Once the list of potential properties is narrowed, data should be collected on the land's suitability for development, the presence of water and sewer services, and ability of public ways to accommodate traffic growth. Once specific parcels are identified that have good potential for supporting development, decisions can be made as to how such land can be made available. For example, the land could be leased at low cost, competitions held to select proposals having the best overall impact, or sold at fair market value to any willing buyer who agrees to develop it for a suitable purpose.

9. Efforts at targeting specific types of businesses and industries that have the potential for growth and expansion in the larger regional economy is an effective way of using limited resources to the best advantage. As an example, the health care industry is currently in a state of expansion, and the presence of Milford-Whitinsville Regional Hospital may offer opportunities for new business start-ups. One of the first tasks of the business roundtable might well be to identify specific businesses and industries that are likely candidates for locating or expanding in Hopedale.
10. In a similar vein, Hopedale's cultural and historic resources can be used to advantage in promoting tourism. The presence of the Blackstone River Valley National Heritage Corridor Commission (BRVNHCC) is an additional asset, and the Town should work with that Commission to insure Hopedale receives equal recognition in promoting its resources. Tourist based industries can result in an influx of outside dollars into the economy and employ local residents in low impact pursuits.
11. Small businesses often have difficulty in obtaining financing for expansion of facilities or development of a promising product. Availability of financial assistance to entrepreneurs can be an important factor for new businesses locating in Hopedale. While the Town should not provide direct financial assistance, it can work with local banks to establish a loan pool for ready access to working capital. SBA loans and state financial assistance (infrastructure grants, industrial revenue bonds) can also be part of a creative financial package to lure new industries to Hopedale. Making financial assistance available can be a useful activity of a public-private partnership.
12. Hopedale's economic outlook is closely tied to that of its neighboring communities and the Blackstone Valley as a whole. Local officials should monitor regional economic trends and work with other communities on strategies that offer promise for growth. Recent efforts to revitalize the Milford Area Overall Economic Development Plan (OEDP) in order to qualify for state and federal grant programs is a worthwhile undertaking that will improve regional coordination of economic development activities.

## Summary

The 1980's represented a period of significant economic growth for Hopedale. The number of jobs and new businesses in the Town increased despite the closing of the Draper facility. Substantial increases in the service sector accounted for much of this increase, but the number of manufacturing jobs also increased during the decade. This trend to more, but smaller, businesses has helped to stabilize and diversify the local economy. Local officials should work to maintain this trend, seek to retain existing firms where public sector involvement is appropriate, and to encourage small business formation in the Town. The revitalization of the Draper facility can provide industrial space for small light industrial firm if one large tenant cannot be lured to the site. A new office or industrial park should be developed to provide an opportunity for development of high value buildings.

The key ingredient to improving the local economy is the active participation of community leaders. Establishment of an economic development strategy and preparation of specific action steps that reflect the community's needs and opportunities are critical if a small town's volunteers and limited financial resources are to be directed into productive channels. A community that makes the effort to organize, become actively involved in assisting business formation and retention, and responds to change in the local and regional economy will have a competitive advantage over neighboring communities in attracting and retaining new firms that will be welcome additions to a community's economy.

Hopedale cannot compete in attracting large national or foreign companies, nor should it try to offer financial incentives such as property tax abatements. Providing basic services, engaging in dialogue with business as an equal partner, working with state officials in obtaining grant funds where appropriate, and encouraging the formation and retention of "homegrown" businesses are likely to result in a more diverse and stable local economy than expending energy at "quick fix" solutions.

## CHAPTER 6

### SERVICES

#### WATER SUPPLY

##### The Water System

The Hopedale Water Department has two well fields located in Hopedale, and also receives water from the Milford Water Company. Within Hopedale, most of the water is supplied by the Mill Street well field, which consists of numerous 2½" wells. The safe yield of this well field is 425,000 gallons per day (gpd), and the average pumping rate is less than 300,000 gpd. Several years ago the Water Department rehabilitated and placed on-line a 36" gravel packed well off of Green Street to increase the municipal supply and reduce dependence upon the Milford system. This well adds around 80,000 - 90,000 gpd to the system. The Water Department uses the Green Street well essentially to meet peak hour demands; the well is operated for two six hour shifts per day in order to minimize intake of iron and manganese. The safe yield of the Green Street well has not been determined. Average day demand on the system is about 400,000 gpd.

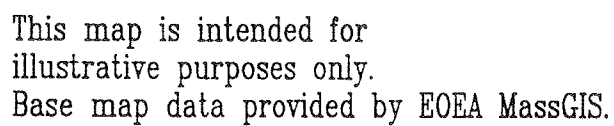
Hopedale also relies upon the privately-owned Milford Water Company for a large share of its municipal supply. The Milford Water Company's sources are Echo Lake in the Town of Hopkinton, three wells in Milford, and the Charles River. The respective safe yields are 1.40 mgd for Echo Lake, 1.60 mgd for the wells, and an unspecified amount for the Charles River.

The extent of the water system is shown on Map 6. The service area of the Hopedale Water Department wells includes most of the central portion of the community and many of the new subdivisions that have been developed in Hopedale in recent years. The Milford Water Company serves the southern portion of the Town via its connection at South Main Street. Presently no service is available to the southwest corner of Hopedale, which has developed with single family subdivisions with on-site wells, or the northern portion of the community, which is industrially zoned for the most part, but vacant. There are no plans to extend new water lines to areas presently not served.

The Hopedale Water Department system is interconnected to the Milford supply at two locations: Williams Street by a 12-inch line, and South Main Street (Route 140) by an 8-inch line. As noted in Table 1, these interconnections are actively used to supplement the Town's wells. They also offer an emergency connection should the Town's supply become contaminated for any reason. About 110 homes are also serviced in Mendon from water supplied by the Milford Water Company through mains owned by the Hopedale system.

Table 33 below shows the amounts of water supplied to the system from the Town's own wells and the Milford Water Company. The amount





# Town Of Hopedale, MA

## MAP 6: WATER SYSTEM





supplied by Milford for the past two years ranged from 15% in 1990 to 24% in 1991, with the remaining amounts supplied by the Town's wells. Table 1 also illustrates that the amount of water purchased from the Milford Water Company has decreased from 1987 since the Town brought the Green Street well on-line. The total amount of water purchased decreased by 37.38 million gallons from 1987 to 1991; most of the change occurred at the Williams Street location, which supplements the area supplied by the Town wells.

TABLE 33

WATER SYSTEM CONSUMPTION  
(Million Gallons per Year)

	Town Wells			Milford Water Co.			Total
	Mill St.	Green St.	Sub-Total	Williams St.	So. Main St.	Sub-Total	
1987	78.84	- - -	78.84	53.84	25.97	79.81	165.65
1990	106.16	32.11	138.27	8.85	15.77	24.62	162.89
1991	103.48	30.78	134.26	23.60	18.83	42.43	176.69

Source: Annual Water Supply Statistical Reports

Since the close of the Draper factory, there are no large, water-intensive industries currently supplied by the system. In 1990, there were 1,864 services in use which supplied a population 4,789. Based upon the 1990 census of 5,666, 85% of the Town's population was supplied by the public water supplier. On several occasions in past years, voluntary bans have been placed on outdoor water use during summer months to lessen demand upon the system by lawn watering and pool use.

Table 34 below shows the average day demand upon the system with the amounts supplied by the various sources. In 1991, the Town sources supplied .368 mgd (76%) of the total, with the Milford Water Company supplying the remaining .116 mgd (24%). Eventually, it may be desirable for Town sources to supply all of Hopedale if the two service areas are connected. But the total demand placed on the system of .484 mgd is greater than the safe yield of the Mill Street well field. If 100,000 gpd is assumed for the Green Street well, the Town's existing sources could theoretically meet the average day demand currently placed upon the system. However, these sources could not meet peak day demand if South Hopedale was supplied from the Town's wells. It will be necessary to maintain the connections with Milford until a new water source can be found and brought on line.

TABLE 34

AVERAGE DAY DEMAND  
(Million Gallons per Day)

	Town Wells			Milford Water Co.			Total
	Mill St.	Green St.	Sub-Total	Williams St.	So. Main St.	Sub-Total	
1987	.216	- - -	.216	.148	.071	.219	.454
1990	.290	.088	.379	.024	.043	.067	.445
1991	.284	.084	.368	.065	.052	.116	.484

Source: Annual Water Supply Statistical Reports

#### Searching for New Water Sources

The Water Department has hired a private hydro-geological firm to undertake an exploratory study to determine if another well can be developed within Hopedale. While only in the preliminary stages in 1992, the study is likely to focus on potential sites within the Mill River aquifer in the southern part of Town. Test wells will be installed and preliminary pump tests conducted to determine if a suitable location exists. A lengthy process is then needed in order to obtain state approval, including conducting a Zone II study (see below), water quality testing, land acquisition around the wellhead, and installation of the new well.

If successful, a new well could help to make the Town self-sufficient in meeting its current needs and providing an adequate supply to meet future growth. In the interim, the arrangement with the Milford Water Company provides assurance that the Town will have an adequate supply to meet future growth and to support additional economic development.

In 1965, Weston & Sampson, a consulting engineering firm, completed a report documenting the firm's lengthy efforts to find a suitable location for developing a new ground water source. (Report on Development of Additional Water Supply, November, 1965) After installing numerous exploratory wells and examining well logs, the firm concluded that the thickness of the aquifers in the southern part of Town was too shallow to contain sufficient water to meet the needs of a municipal supply. The report states "The logs of these wells confirmed the absence of an area in the valley, suitable for development, beyond the two limited sources already developed. The bedrock where not outcropping has consistently appeared at depths of less than 30 ft. with fine sands and clays in evidence wherever water existed." (page 14)

As an alternative, the firm recommended installing a dam across the narrow portion of Hopedale Pond to create a new surface water

source for the Town. The southern portion of the Pond could then continue to be used for recreational purposes. North Pond, at the time owned and controlled by the Draper Corporation for industrial purposes, would be managed to supply additional storage to Hopedale Pond as needed. A water treatment plant was also proposed to purify the water to meet water quality standards. Of course, the proposed scheme was never implemented by the Town. Additional regulations imposed by the federal Clean Water Act, and the cost of constructing a water treatment plant, would make such a plan infeasible today.

#### Water Treatment Measures

The quality of the Town's water supply is reported to be excellent. The Water Department adds only potassium hydroxide to adjust the pH for corrosion control. There are presently no violations of state water quality standards.

The Water Department is being required by the Mass. Department of Environmental Protection (DEP) to undergo Microscopic Particulate Analysis (MPA) under the federal Clean Water Act's "Surface Water Treatment Rule" for the Green Street well since the well is located adjacent to the Mill River. This analysis will determine if the well is classified as "ground water under the influence of surface water", and thus susceptible to contamination by microparticulates. If the analysis determines that the well is "influenced" by the Mill River, DEP may require the Town to undertake wellhead and watershed control measures, and/or to build a filtration plant to prevent pathogenic bacteria from causing waterborne diseases. If expensive treatment is required, it is likely that the well would once again be taken off-line and the amount now pumped instead purchased from the Milford Water Company.

Other new federal requirements are being implemented that impose additional costs upon local water departments. The "Phase II Rule" requires extensive testing for inorganics, volatile organics, PCBs, and pesticides. If these compounds are detected, the Water Department could be required to undertake corrective measures to protect the public health. The "Lead and Copper Rule" contains similar provisions. Waivers from repeated testing may be obtained if the compounds are not detected and if the Town has implemented water supply protection measures to prevent future contamination of these sources. Preliminary results to-date indicate that the Town's water may be free of these potential hazards.

#### Water Pricing

The Hopedale Department charges a flat rate fee of \$.0162 per cubic foot for all residential, commercial and industrial users. The Milford Water Company wholesales its water to the Department, which in turn retails that portion of the supply, based on its flat rate structure, to its customers. The Department operates as an enterprise account, with user fees supporting all operations. The system is 100% metered, and the Department has an on-going meter maintenance program to insure accurate readings are taken.

## Mill River Aquifer

The U.S. Geological Survey has prepared a hydrologic atlas for the Blackstone River basin which identifies the areas that have the capability of supplying large amounts of ground water for public water supplies. (Atlas HA-682, "Water Resources of the Blackstone River Basin", Eugene H. Walker and Bruce E. Krejmas, 1986.) The Atlas identifies a significant aquifer underlying the Mill River from the point at which the River exits the Draper building to the Mendon town line. This aquifer is shown on Map 6.

Some areas of the aquifer are capable of yielding 250 gallons per minute or more, while other areas can yield between 50 and 250 gallons per minute. The Town's public wells are located within this aquifer, and as noted above, it may be possible to sink a new well in south Hopedale to meet the Town's future demand for water. Additional areas of unconsolidated sand and gravel deposits lie adjacent to the principal aquifer that can supply up to 50 gallons per minute, which would be sufficient for meeting the needs of non-community systems.

## Resource Protection Measures

The best means of protecting a ground water supply is to own as much of the land that contributes recharge to the well as possible. This gives the water utility control over the kinds of land uses that can threaten the quality of the supply. In Hopedale's case, the Town owns 178 acres around the Mill Street well field, and for the Green Street well, 24 acres. The state requires that the Town own or control through deed restrictions a 400-foot radius around each wellhead, which is about 11.5 acres. Thus, the Town complies with this requirement. In recent years, however, numerous instances of contamination of public water supplies have revealed that this protective radius is not adequate to safeguard against many threats from leaks and spills or improper disposal of hazardous materials. DEP is now encouraging, and in some instances requiring, that communities take steps to protect a broader area through the adoption of local land use controls.

Hopedale has not adopted a ground water protection by-law to protect its wells from possible contamination of existing or future land uses. If the results of the MPA analysis exceed acceptable thresholds, or if the Town wished to bring a new well on-line, it would be required by DEP to adopt water supply protection measures to insure that the public health would be adequately protected. One incentive for adoption of local ground water regulations is that waivers may be obtained from some of the testing requirements of the Phase II and Lead and Copper Rules, provided the contaminants for which the waiver is being requested are not present or are unlikely to be present based upon the land use history of the area. For example, since the Mill Street well is adjacent to the Hopedale Country Club, even if no traces of pesticides or fertilizers are detected, it is unlikely that a waiver from testing for these contaminants could be obtained for this well.

An important step in a water supply protection program is to conduct a Zone II delineation study. This is the "area of an aquifer which contributes water to a well under the most severe pumping and recharge conditions that can be realistically anticipated (180 days of pumping at safe yield with no recharge from precipitation)". [310 CMR 22.02] In order to meet DEP's criteria for identifying a well's Zone II, a site specific hydro-geologic study must be prepared to accurately delineate the recharge area for a well. The final product is a map which identifies the area which contributes water to the well and for which comprehensive land use controls are required. Budgeting the funds for such a study should be given serious consideration during the next several years.

If the Town is unable to afford the Zone II study, DEP has adopted a policy that allows for protection measures to apply to a less rigorously defined area. In lieu of a detailed Zone II, an "interim wellhead protection area" (IWPA) can be adopted, defined as a one-half mile radius around the wellhead. This area is shown on Map 6. This policy is appropriate for communities that would like to adopt protection measures for their public supplies but are not in the process of having a new source approved by DEP. This approach is admittedly arbitrary since it will include some areas which do not contribute recharge to the public supply, and it could exclude some areas that should be included. But DEP has found from past research that most occurrences of contamination of public water supplies have been from sources within the one-half mile radius. Adoption of the interim area for regulatory purposes should be adequate to protect the municipal supply until the detailed Zone II study can be afforded by the community.

The Zone II or IWPA is the area that is regulated in an aquifer protection overlay district. This is typically a zoning by-law that specifies the kinds of land uses that are permitted to locate within the Zone II. Such a by-law must conform to state regulations and be approved by DEP before a new well will be permitted to come on-line.

An aquifer protection by-law normally prohibits only the most serious hazards to a public water supply from locating within a Zone II or IWPA; these include: landfills, automobile junk yards, hazardous waste treatment facilities and similar uses. Other kinds of uses are permitted if "best management practices" are adopted so that potentially harmful land uses are controlled. For example, storage of hazardous materials is prohibited unless such materials are within a free standing container within a building, or in a free-standing container above ground level with protection adequate to contain a spill the size of the container's total storage capacity. Other specific standards are specified in the state's regulations that must be adopted in order to insure that the water supply is adequately protected.

Local officials should give serious consideration to adopting a zoning overlay district to protect its water supplies, even though it is not required to do so by DEP (at the present time). Such actions can go a long way to insuring that the public health will be adequately protected for the long term. Having a protected supply

of pure water is also important to the economic health of the Town, for once a water supply becomes tainted, it may be difficult to attract new industries that require clean water. Finally, a contaminated water supply can be cleaned up, but only at great expense to local consumers. It is more prudent to assume the initial costs of prevention than to pay for expensive treatment of a contaminated supply.

A second water resource protection control that should be considered by local officials is an underground storage tank by-law or regulation of the Board of Health. State regulations adequately control underground storage for commercial and industrial applications (527 CMR 9.00), but exemptions exclude underground heating oil tanks from the regulations. It is possible that there are many old underground oil tanks still in use by residents that pose a danger of contaminating ground water supplies. If even a small leak at a residential tank goes undetected for a long period of time, site clean-up costs can be quite high.

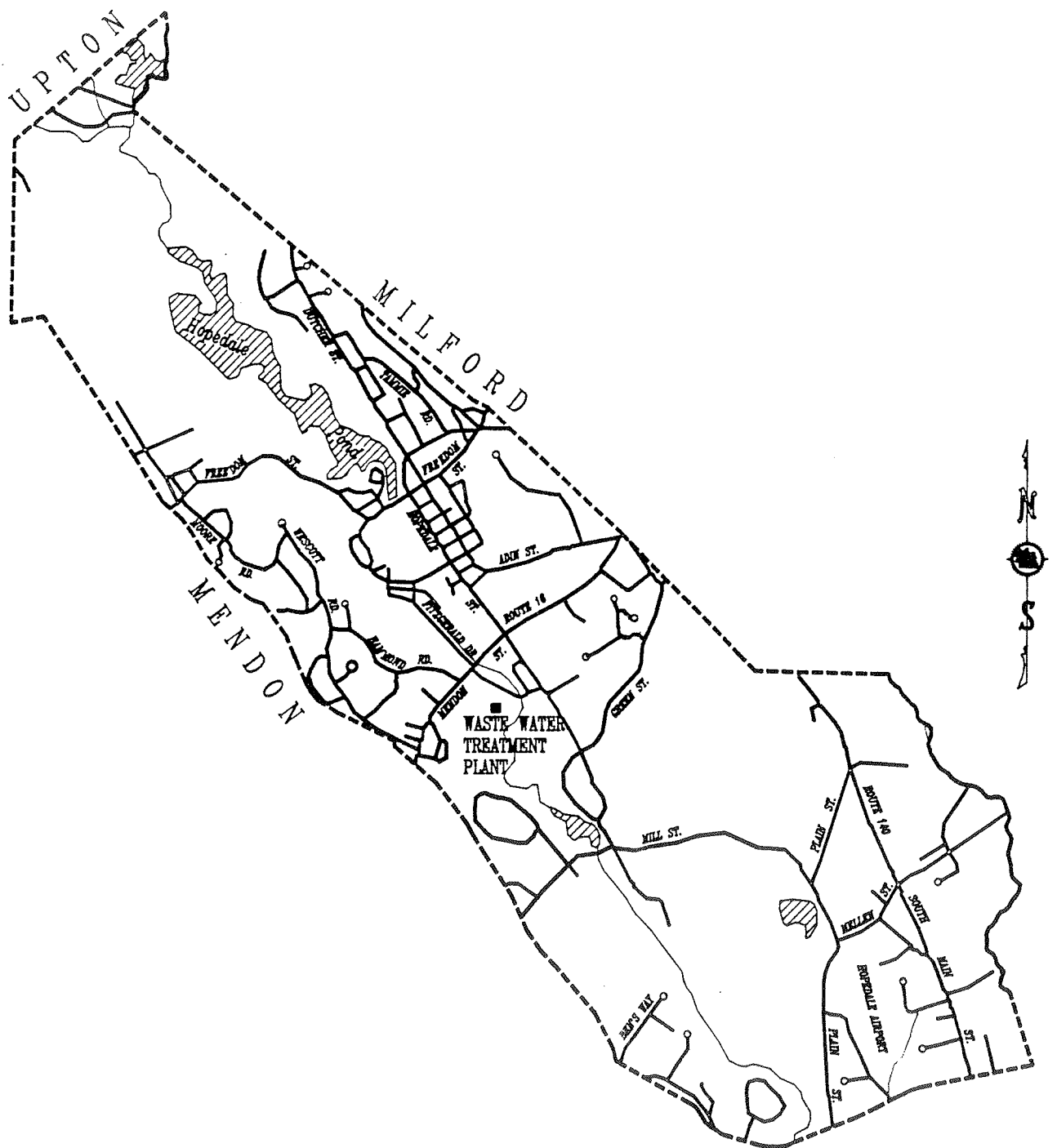
Controls can be adopted at the local level to prevent old tanks from leaking their contents into the environment. For example, tanks over a certain age can be required to be tested to insure that leaks do not go undetected. New underground heating oil tanks can be prohibited town-wide, or only within a Zone II or IWPA. In addition, tanks can be required to be removed by homeowners after reaching a specified age, usually 30 years.

In sum, the Town should consider taking appropriate steps aimed at preventing contamination of its water supply before it is too late. Local land use controls offer very effective tools to prevent contamination. In addition, monitoring of activities within the aquifer district, and occasional enforcement of violations, are important elements of a water supply protection program.

## SEWAGE TREATMENT

The Hopedale sewage treatment plant, located on the Mill River off Mendon Street in central Hopedale, has a treatment design flow of 588,000 gpd. The average demand placed upon the system is about 388,000 gpd, leaving approximately 200,000 gpd in reserve for additional connections. The plant provides advanced secondary treatment, and has met the water quality requirements of its current discharge permit. Currently the system receives only domestic sewage and has no industrial connections. Sludge from the facility is mixed with wood chips and composted by a private company under contract with the treatment plant. In 1990, there were 1,786 customers on the system. The extent of the collection system is shown on Map 7.

The Milford sewage treatment plant is also located in Hopedale on South Main Street (Route 140), with the Charles River the receiving water for its discharge. The two plants have an agreement to accept sewer connections from the other community where residences abutting



This map is intended for  
illustrative purposes only.  
Base map data provided by EOE MassGIS.

# Town Of Hopedale, MA MAP 7: SEWER SYSTEM





an existing sewer main can easily tie-in. The Hopedale plant serves about eighty Milford customers, and the Milford plant serves about sixty Hopedale customers. In Hopedale, the homes that are served by the Milford treatment plant are those adjacent to the trunk sewer leading to the plant on the east side of South Main Street, and in the Daniels St./ Green St. area. Neither plant currently accepts industrial discharge from the other community, and an industrial pre-treatment program would probably be required to eliminate metals and solvents from the waste stream.

During the summer of 1992, the Hopedale treatment plant went through the process of having its discharge permit jointly reissued by the U.S. Environmental Protection Agency and the Mass. Division of Water Pollution Control under the National Pollutant Discharge Elimination System (NPDES). Permit conditions and effluent limits were drafted to assure that the state Water Quality Standards and provisions of the federal Clean Water Act will be met. It is expected that the permit will be reissued, and that the plant will not have difficulty in meeting its new standards.

The water quality of the receiving water, the Mill River, has been classified by Massachusetts as Class B. The designated uses for a Class B water are 1) the protection and propagation of fish, other aquatic life and wildlife, and 2) for primary and secondary contact recreation. Such water may be a public water supply with appropriate treatment, and is suitable for industrial cooling and process uses. Because the low flow of the Mill River provides only minimal dilution of the effluent, the discharge from the treatment plant is classified as a high risk discharge; as a result, in addition to routine testing, the plant operators are required to perform toxicity tests on the effluents four times a year. During periods of low flow, April 1 - September 30, the plant is required to meet stricter discharge limits than for the remainder of the year.

The operator of the sewage treatment plant reported that the plant can be expanded by adding two primary and two secondary clarifiers, which will provide more than ample reserves for future growth. Should the plant expand, the total discharge limits would remain the same; additional treatment would be needed to insure that the permitted effluent limitations from the plant are not exceeded. Because a change in the permit requires the plant to reduce its chlorine residual to non-detectable levels, a new ultra-violet treatment system has been approved for disinfection rather than traditional chlorination methods. This cost was passed on to rate payers by increasing sewer rates from .0125 per cubic foot to .0195 per cubic foot.

Not all of the homes in the Town are on the public sewerage system. Homes on individual septic systems can have their septage treated at the sewage treatment plant. The Hopedale plant currently treats about 8,000 gallons of septage per month. Only septage collected from homes within Hopedale is accepted for treatment. Due

to the plant's relatively small size and limited manpower, accepting additional septage is not feasible, and the plant has no contracts to accept septage from outside the Town.

With the close of the Rockwell operation at the Draper property, the influx of industrial wastes generated from various metal-plating operations has ceased, and the difficulty of treating such wastes has been eliminated. Most of the current demand for additional flows placed upon the system is from new residential developments that have tied-in to existing mains. The remaining capacity of the plant should be able to accommodate projected future growth. However, it is also important that some capacity be reserved for additional commercial or industrial expansion in the Town. Prior to being treated at the plant, it is likely that some form of pre-treatment would be required to minimize disruption at the plant from industrial effluent.

The excess capacity in the treatment plant is an obvious attraction for new economic development, particularly at the Draper site. In addition, the vacant tract in north Hopedale that is zoned for industrial purposes would be more attractive to industry if it was served by the public sewer system. Plans should be prepared to extend sewer lines to this area so that the Town can quickly respond to an opportunity of attracting a large project that is contingent upon having a sewer connection. This would also allow homes in that part of Town to tie into the system and relieve homeowners of the responsibility of septic system maintenance.

## SCHOOL ENROLLMENT PROJECTIONS

### Enrollment Trends

One task of this Master Plan is to identify trends in the enrollments of the Hopedale School System and to project the number of students who will likely enter the system in the coming years. This data can be used by local school officials in planning for school space needs, and whether or not new schools, or leasing of additional space, will be required. The following analysis presents a projection of students into the system for the next five years.

Currently there are four school buildings in use in Hopedale. The High School currently functions as a junior-senior high school, containing grades seven through twelve, and kindergarten. The Park Street School contains grades one through three. The Memorial School contains classes for grades three through six. And the Hartford Avenue School holds grades one and two; this facility is currently rented to supply needed space while enrollments remain high. The grades housed in each facility vary from year to year depending upon the number of students in the system to accommodate fluctuations in class sizes. The capacity of each school is shown in Table 35, and is based upon a class size of 25 students.

TABLE 35

## SCHOOL CAPACITIES

School	1992 Grades	Capacity	1992 Enrollment
High School	K, 7 - 12	425	424
Park Street	1 - 3	100	83
Hartford Ave.*	1, 2	150	99
Memorial	3 - 6	325	294
Total		1,000	900

Note: 29 students enrolled under school choice program.

Available on a five-year lease, ending in 1993.

Source: Hopedale School Department

Table 36 presents the school system enrollments for the past ten years. Enrollments grew by 188 students from 1983 to 1992, for a 26.4% increase. Enrollments declined to a low of 698 students in 1985, then increased to a ten year high of 935 students in 1989. Overall, these figures represent a decline from the early 1970's when enrollments of around 1100 students occurred.

TABLE 36

## ENROLLMENT TRENDS: 1983 - 1992

Year	Enrollment	Change From Previous Year	% Change
1983	713	--	----
1984	705	-8	-1.1
1985	698	-7	-1.0
1986	773	75	10.8
1987	808	35	4.5
1988	898	90	11.1
1989	935	37	4.1
1990	893	-42	-4.5
1991	886	-7	-0.1
1992	901	15	1.7
1983-92	188	--	26.4

Source: 1983 - 1989: Mass. Department of Education

1990 - 1992: Hopedale School Department

Table 37 shows the public school enrollments from 1983 through 1992 by year and grade. At the beginning of the period, class sizes in the lower grades were smaller than in the higher grades, which may have been caused by either a high birth rate or in-migration of students from new housing construction in the early to mid-1970's. Thus, while the higher grades contained larger class sizes in 1983, this wave has since left the system. Now it can be noted that a new wave of students has entered the system as kindergarten enrollments are up significantly from the period 1983 - 1986.

This trend appears to have begun around 1987, and coincides with the increases in system enrollments shown in Table 36 above. While the overall system totals have increased by 188 students during the period, the change during the ten-year period has not been constant. In grades eight through twelve, for example, class sizes are smaller today than in 1983; these are students remaining from the period of declining enrollments that occurred in the late 1970's and early 1980's. As these low class sizes move through the system and are replaced by the class sizes with higher enrollments, the total system enrollment will continue to increase.

TABLE 37  
HOPEDALE SCHOOL ENROLLMENT: 1983 - 1992

Year	GRADE												
	K	1	2	3	4	5	6	7	8	9	10	11	12
1983	39	43	45	40	55	47	61	55	74	60	67	69	58
1984	39	42	44	46	39	57	49	61	56	80	60	65	67
1985	55	41	41	44	49	47	55	50	56	64	74	60	62
1986	49	69	55	54	48	60	55	62	47	70	64	79	61
1987	76	50	77	60	56	57	55	57	61	47	71	65	76
1988	94	85	64	83	73	58	68	59	67	65	43	75	64
1989	92	98	89	67	83	69	61	70	59	69	62	40	76
1990	76	79	77	92	87	62	80	65	58	65	47	50	55
1991	82	76	79	75	95	79	60	71	63	52	56	44	54
1992	94	82	78	77	76	91	73	59	69	52	50	50	50
Change '83-'92	55	39	33	37	21	44	12	4	-5	-8	-17	-19	-8

Source: 1983 - 1989: Mass. Department of Education  
1990 - 1992: Hopedale School Department

The annual change in grade size from one year to another is shown in Table 38. Marked fluctuations can be seen in the change in class size within a grade from year to year. For example, from 1986 to 1987 the kindergarten class increased by 27 students; from 1987 to 1988, this same group, now first graders, represented an increase of 35 children over the previous year. Large increases in class sizes other than kindergarten are primarily due to new housing growth adding children to the system.

TABLE 38  
ANNUAL CHANGE IN GRADE SIZE: 1983 - 1992

Year	K	1	2	3	4	5	6	7	8	9	10	11	12
1983-84	0	-1	-1	6	-16	10	-12	6	-18	20	-7	-4	9
1984-85	16	-1	-3	-2	10	-10	6	-11	0	-16	14	-5	-5
1985-86	-6	28	14	10	-1	13	0	12	-9	6	-10	19	-1
1986-87	27	-19	22	6	8	-3	0	-5	14	-23	7	-14	15
1987-88	18	35	-13	23	17	1	13	2	6	18	-28	10	-12
1988-89	-2	13	25	-16	10	11	-7	11	-8	4	19	-35	12
1989-90	-16	-19	-12	25	4	-7	19	-5	-1	-4	-15	10	-21
1990-91	6	-3	2	-17	8	17	-20	6	5	-13	9	-6	-1
1991-92	12	6	-1	2	-19	12	13	-12	6	0	-6	6	-4

Table 39 shows the retention rates between grades. A rate less than 1.000 would indicate a loss of students during the advancement from one grade to another. This is often the result of students leaving the system to enter non-public schools. A rate greater than 1.000 would indicate additional students entering the system. This could be the result of the in-migration of school-age children into Hopedale, as well as transfers from non-public schools. Mortality rates for a small community like Hopedale would probably play an insignificant part in the retention rate from one year to the next.

In Hopedale, the retention rates between grades show three periods when the system loses student enrollment. These are between grades seven and eight, between grades nine and ten, and between grades ten and eleven. In the latter cases, these losses may be attributed to transfers from the public school system or students dropping out of school.

TABLE 39

STUDENT RETENTION RATES BETWEEN GRADES: 1983-1992  
(By Year and Grade)

Year	K-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
1983-84	1.077	1.023	1.022	0.975	1.036	1.043	1.000	1.018	1.081	1.000	0.970	0.971
1984-85	1.051	0.976	1.000	1.065	1.205	0.965	1.020	0.918	1.143	0.925	1.000	0.954
1985-86	1.255	1.341	1.317	1.091	1.224	1.170	1.127	0.940	1.250	1.000	1.068	1.017
1986-87	1.020	1.116	1.091	1.037	1.188	0.917	1.036	0.984	1.000	1.014	1.016	0.962
1987-88	1.118	1.280	1.078	1.217	1.036	1.193	1.073	1.175	1.066	0.915	1.056	0.985
1988-89	1.043	1.047	1.047	1.000	0.945	1.052	1.029	1.000	1.030	0.954	0.930	1.013
1989-90	0.859	0.786	1.034	1.299	0.747	1.159	1.066	0.829	1.102	0.681	0.806	1.375
1990-91	1.000	1.000	0.974	1.033	0.908	0.968	0.888	0.969	0.897	0.862	0.936	1.080
1991-92	1.000	1.026	0.975	1.013	0.958	0.924	0.983	0.972	0.825	0.962	0.893	1.136
Ave.	1.047	1.066	1.060	1.081	1.027	1.043	1.025	0.978	1.044	0.924	0.964	1.055

## Enrollment Projection

For a five year projection, enrollments are a function of births during the preceding five year period plus net migration. Net migration will be positive if the number of students entering the system from new housing construction is greater than the number of students leaving the system, i.e. by entering private schools or dropping out entirely. Projections beyond a five year time horizon are more unreliable since it is necessary to estimate the number of births that will take place based upon the number of women of child-bearing age in Hopedale and an assumed fertility rate. It also becomes more difficult to predict housing construction trends for longer time horizons. Recent birth statistics for Hopedale are shown below:

TABLE 40

### BIRTHS IN HOPEDALE

Year	Births	Year	Births
1983	34	1988	86
1984	46	1989	82
1985	64	1990	88
1986	67	1991	96
1987	81	1992	66 (as of 11/24/92)
			73 (estimated for year)

Source: Town Clerk

During the 1970's and early 1980's, births in Hopedale were fairly stable, numbering between 30 and 50 per year. Births increased rapidly thereafter, reaching a high of 96 in 1991. 1992 may be indicative of a reversal of this trend, as births are estimated well below the previous year. From 1988 to the 1992 estimate, a total of 425 births will have occurred, for an average of 85 per year. As children from these high birth years enter the school system and replace graduating classes with fewer students, it will cause an increase in the enrollment at the lower grades, and the system as a whole.

Next it is necessary to predict the number of new homes that will be built in Hopedale during the five-year period, how many new students this will add to the school system, and how they will be distributed among the various grade levels. Enrollments at the kindergarten level will thus equal births for the fifth preceding year, plus new kindergarten students generated by new housing construction. The remaining grades will equal an assumed retention rate of 1.0, plus new students generated by new homes built during the period, assigned proportionately to all grades.

For these projections, the number of new single family dwelling units estimated to be built in the next five year period is 25 per

year. In the 1980's, there was constructed a large number of multiple family units, primarily owner-occupied attached units. Today, there is no land remaining that is zoned for multiple family housing, and there is strong opposition to re-zoning additional land for this purpose. As a result, it is assumed that only single family homes will be built during the next five years. It must be realized that any estimate of new housing starts is highly subjective, and unforeseen economic conditions could occur that will change the demand for new housing in the Town.

From Table 1 in Chapter 3, there were a total of 409 building permits issued for single family units from 1984 - 1991, for an average of 51 new homes per year. The period 1985 - 1987 was a time of unusually active housing construction in Hopedale, which was consistent with the trend for Massachusetts. However, 1990 and 1991 were years of unusually slow growth for the Town. Through early December, 1992 there were 26 building permits issued for new single family homes, indicating that housing demand in Hopedale is becoming stronger once again. It is expected that a more modest economic recovery will take place in the coming years than occurred in the 1980's, and the demand for new housing will not be as strong as in the previous decade. As a result, the previous eight year average of 51 units is believed to be unreasonable for the next five year period; a rate of growth about one-half of the previous period was selected to try to be consistent with the general economic outlook for Massachusetts.

Next, it is necessary to estimate the number of school children that this pace of construction will cause to enter the Hopedale system. For this purpose, the 1990 Census is called upon. The Census offers the following facts to help derive this number.

The number of children in Hopedale in 1990 was 1477. Of these, 480 children were under the age of 5, 89 were age 5, 515 were between 6 and 11, 204 were between 12 and 14, and 189 were between 15 and 17.

96.9% of elementary and high school students were enrolled in public schools, and 3.1% were enrolled in private schools.

There were 790 households (39.9%) in Hopedale with one or more persons under the age of 18; there were 1,188 households (60.1%) with no persons under the age of 18.

If only households with children are used to determine children per new home, on average there would be 1.87 children per unit. If all households are used, there would be 0.75 children per home.

It is assumed here that most new single family homes that will be built in Hopedale will be purchased for family occupancy. The elderly do not typically buy new single family homes, and families with grown children would also not build a new single family home. Hopedale's housing market is in fact driven by the demand for starter housing or second homes for households who wish to buy a



larger home to accommodate a growing family. As a result, the 1.87 children per unit figure is believed to be closer to that which will occur in Hopedale. But since the buyers of these units are assumed to be primarily households with expanding families who will have additional children in Hopedale, a lower number of children per household than the Town-wide average is assumed. For convenience, a factor of 1.5 has been arbitrarily selected. These projections can be fine-tuned over the coming years by monitoring the actual number of children generated by new housing as well as the pace of new housing construction.

Thus, 25 new single family dwellings per year will yield 37.5 new children. (Since this is a five-year projection, it is not necessary to account for new births generated by these families.) Since 96.9% of Hopedale children enter public schools, this growth will yield 36 children to the system. In order to allocate these children to the various grades, the percentage of existing Hopedale children at various age levels is applied to these 36 children and assigned evenly to grades for these ages. This is shown in Table 41.

TABLE 41

ALLOCATION OF NEW CHILDREN BY GRADE

Years	1990		Total Children Per Year	New Children	New Children Per Year	Grades	# of Children
	Children	%					
< 6	569	38.5	36	13.86	3	<K, K	18
6-11	515	34.9	"	12.56	2	1-6	12
12-14	204	13.8	"	4.97	1	7-9	3
15-17	189	12.8	"	4.61	1	10-12	3
Total	1477	100%	36	36.00			36

Based upon this table, three children will be assigned to each year for kindergarten and pre-kindergarten years (six years in total), two children per year for grades 1 through 6, one child per year for grades 7 - 9, and two children per year for grades 10 - 12. In this way, a rough approximation of birth trends can be obtained, recognizing that recent years have had high birth rates, while upper grades were years of low birth rates.

To project a five-year enrollment, it is necessary to add the pre-school and school age children living in the existing housing stock with the children who will enter the system as a result of new housing growth. This was accomplished in two steps. First, Table 42 shows the number of children who will enter kindergarten based only

upon the known births. Table 43 was then prepared which depicts the number of students who would be in the system if no new housing was constructed; these figures reveal growth or decline in enrollments only from the number of births in the Town in the preceding five years. Table 43 is based upon a retention rate of 1.000 for all grades. Under this no-growth scenario, by 1997 the school enrollment will increase by 140 children, from the 1992 level of 901 students to 1,041 students.

Table 44 depicts the enrollment that will occur based upon the births that occurred in Hopedale during the past five years and an assumption of new housing growth of 25 units per year. This will increase the 1997 enrollment to 1,151 children, an increase of 250 children from the 1992 level.

TABLE 42

CHILDREN ENTERING KINDERGARTEN: 1993 - 1997

Year	Births	# Entering Public School (96.9%)	Year Entering Kindergarten
1988	86	83	1993
1989	82	79	1994
1990	88	85	1995
1991	96	93	1996
1992	73	71	1997

TABLE 43

## PROJECTED ENROLLMENT BASED UPON NO HOUSING GROWTH

1992 (Existing)	1993	1994	1995	1996	1997
94	83	79	85	93	71
82	94	83	79	85	93
78	82	94	83	79	85
77	78	82	94	83	79
76	77	78	82	94	83
91	76	77	78	82	94
73	91	76	77	78	82
59	73	91	76	77	78
69	59	73	91	76	77
52	69	59	73	91	76
50	52	69	59	73	91
50	50	52	69	59	73
50	50	50	52	69	59
901	934	963	998	1039	1041

TABLE 44

PROJECTED ENROLLMENT BASED ON  
25 SINGLE FAMILY HOMES PER YEAR

1992 (Existing)	1993	1994	1995	1996	1997
94	83	82	91	102	83
82	96	85	84	93	104
78	84	98	87	86	95
77	80	86	100	89	88
76	79	82	88	102	91
91	78	81	84	90	104
73	93	80	83	86	92
59	74	94	81	84	87
69	60	75	95	82	85
52	70	61	76	96	83
50	53	71	62	77	97
50	51	54	72	63	78
50	51	52	55	73	64
901	952	1001	1058	1123	1151

u, a 3 children per year for K, 2 children per year for grades  
nd 1 child per year for grades 7-12.

## Summary

Hopedale's water is of very good quality. Its sources include two in-town wells and connections with the Milford Water Company; together these supplies have ample capacity to accommodate future growth. Hopedale is currently seeking to develop a new well in the aquifer under the Mill River in order to become more self-sufficient. In the years ahead, the Town should also seek to identify the recharge areas (Zone II) of its well fields and implement land use controls to protect its wells from contamination.

The Hopedale sewage treatment plant has been upgraded to meet advanced secondary standards in order to minimize the impact on the Mill River. Much of the Town is serviced by public sewers, and there is presently considerable capacity available at the plant to accommodate new growth. This is a significant advantage for Hopedale since many treatment plants in Central Massachusetts communities have no room for new connections. This can be used as a marketing tool in seeking to attract new economic development for the Town.

A school enrollment projection study was also undertaken as part of the Master Plan to evaluate the possible need for new school buildings in the coming years. Due to factors such as an increase in the number of births in recent years, smaller class sizes being replaced by larger classes, and a projected moderate rate of residential development, it is likely that there will be a need to either develop a new school or to find alternative classroom space to accommodate increased enrollments.

## CHAPTER 7

### GOALS AND OBJECTIVES

#### Goal 1: Land Use

To manage future development in order to preserve the Town's natural resources and cultural/historic assets, to bring about positive impacts on the tax base, and to protect the value of homeowners' investments in their properties.

#### Objectives

1. Undertake a revision of the Zoning By-Law to reflect changes in state law, to eliminate recurring problems, and to account for changes that have occurred in Hopedale since zoning was first adopted. Amendments should seek to encourage development that protects residential neighborhoods, is compatible with the Town's character, preserves open space and natural resources, and promotes sound economic development.
2. Prepare an updated Zoning Map that incorporates all zoning district changes that have occurred over the years.
3. Re-zone additional areas of Town to provide suitable space for large-scale economic development projects.
4. Create new zoning categories to encourage high-value economic development, such as a new light industry district or an office district.
5. Restrict the rate of new housing development in Hopedale to minimize the impact on Town services from a rapid influx of new residents.
6. Adopt an airport overlay district to regulate development within the flight path of the Hopedale Airport runway.
7. Prepare a new Village district for the Town Center that incorporates several of the existing districts. The intent of the district should be to allow a mix of land uses that will complement the future use of the Draper property. Design guidelines should be prepared to insure that future development will be compatible with the historic character of the area.
8. Consider adoption of an impact fee program if and when state enabling legislation is adopted.
9. Revise regulations for home occupations to allow greater flexibility for residents to operate businesses in their homes, but incorporate regulations to protect the adjacent neighborhood.

10. Prepare a Mill River greenway plan to maintain the water quality of the River, to enhance the environmental quality of the Town, and to create a continuous open space corridor for recreational activities.
11. Allow bed and breakfast inns.
12. Hopedale has significant historic resources that add much to defining the character of the Town. Techniques should be considered that encourage preservation of these resources as the highest priority, but also allow adaptive re-use when necessary. Examples include national and state historic register listing, local historic districts, and loans and grants.

#### Goal 2: Draper Property

To cooperate with the owner of the Draper property where public sector action is needed to help with revitalization of the facility, and to manage the re-development process to minimize impacts on the Town Center.

##### Objectives

1. Work closely with the owners of the facility on developing a viable re-use plan. Due to the complexity of this process, the Town will need to be flexible, and help in applying for state financial assistance where appropriate.
2. Assist in making infrastructure improvements that may be needed to update utilities serving the facility.
3. Zoning changes may be needed depending upon the kind of tenants recruited for the site. Residents seem to support a wide variety of uses here to help get the property rehabilitated.
4. Develop a design scheme to handle the impacts of a major development in the Town Center. Issues to be addressed include traffic, parking, facade improvements, landscaping, and lighting. (It may be possible to apply for a strategic planning grant for such an activity.)

#### Goal 3: Housing

To manage new single family housing to minimize fiscal impacts on the Town's budget, and to provide alternative housing mechanisms to offer a broad range of housing choices for all of Hopedale's residents.

##### Objectives

1. Allow accessory (in-law) apartments. Adopt zoning controls to minimize impacts on residential neighborhoods and Town services.

2. Seek to develop additional housing for the elderly.
3. Seek to meet the state goal of making 10% of the Town's housing stock available to low and moderate income households.
4. Review Town-owned lands to determine if suitable sites exist for elderly housing.
5. Adopt buffer requirements between residential and non-residential districts to minimize impacts on residential neighborhoods.
6. Encourage developers to incorporate open space designs in new housing projects, such as the existing Residential Performance district, revisions to the RA-1 regulations, or adoption of a new cluster housing by-law.

#### Goal 4: Services

To strive to deliver high quality municipal services while seeking ways to reduce costs to taxpayers, and to invest public funds in infrastructure to maintain existing facilities and to promote new economic development for Hopedale.

#### Objectives

1. Prepare a Capital Improvement Program to document all capital needs and set priorities for improving Town facilities, such as Town-owned buildings, water and sewer systems, recreational facilities, etc.
2. Undertake infrastructure improvements that will make land more attractive for high value economic development projects.
3. Establish a long-term financial plan for the Town that identifies strategies for financing capital improvements without requiring additional tax monies.
4. If feasible, develop a new well to lessen dependence upon the Milford Water Company.
5. Adopt a ground water protection by-law to guard against possible contamination of the Town's wells from inappropriate land uses.
6. Reserve capacity at the Hopedale sewage treatment plant for future re-use of the Draper property.
7. Work with area communities to study the possibilities for regionalizing services. Services that may benefit from this approach are schools, road maintenance, police, fire, and recreation. Only where the consequences of regionalization will be improved efficiency and effectiveness should the Town proceed with such an effort.
8. Expand the Town's recycling program.

9. Conduct a household hazardous waste day.
10. Hold a "work day" where volunteers can participate in useful activities that can reduce costs; opportunities may be present at the Town's schools, libraries, parks, and ballfields.
11. Increases in school enrollment may bring about the need to develop a new school in the near future. School officials should closely monitor trends in new housing construction and birth rates for possible future school system expansion.

#### Goal 5: Economic Development

To promote high value economic development that is compatible with the Town's environment and that will help to reduce the tax rate for homeowners, provide good-paying jobs for residents, and diversify the local economy.

#### Objectives

1. Develop an Economic Development Plan that seeks to dramatically increase the presence of business in the Town. By actively promoting new commercial and industrial development, it will be possible to reduce the Town's high residential tax rate.
2. In addition to full occupancy of the Draper property, the Town should seek to add 300,000 square feet of new non-residential development over the next five years. Land should be available with the proper zoning and infrastructure to accommodate four 75,000 square foot buildings.
3. Establish an Economic Development Committee (EDC) to open channels of communication between the public and private sectors. Local officials should listen carefully to the needs of the local business community and eliminate obstacles to business expansion.
4. Establish a government facilitation committee consisting of the chairs of the various Board and Commissions within the Town. This committee should receive the reports from the EDC and facilitate inter-board discussions that will improve government efficiency.
5. Since much of the job creation in the last decade occurred from the creation of small businesses, new small business start-ups should be promoted. Efforts should also be made to retain existing small businesses and to encourage expansions in Hopedale. Local residents should be strongly encouraged to locate new businesses in Hopedale.
6. Conduct an inventory of vacant Town-owned land to determine if there are suitable locations for new economic development, with the Town playing a key role in developing a new industrial/office park.



7. Work with the BRVNHCC to promote tourism in Hopedale.
8. Develop promotional materials which proactively document the advantages of locating new business and industry in Hopedale, and which create the perception that Hopedale welcomes carefully planned economic development projects.



APPENDIX 1

STATISTICAL RESULTS FROM MASTER PLAN SURVEY



Dear Hopedale Resident:

The Planning Board, with assistance from the Central Massachusetts Regional Planning Commission (CMRPC), is preparing a Master Plan for Hopedale. The Master Plan will be used to help make important decisions regarding the Town's growth and development into the 21st Century.

The Master Plan Committee has prepared this survey to help determine the community's opinions on critical issues facing the Town. This survey gives you the opportunity to express your views on the type of town you would like Hopedale to become. The survey should only take about fifteen minutes of your time to complete. Your input in this project is essential to help devise appropriate growth policies to manage the future development of our Town.

For your convenience, a drop-off center has been provided at the Town Hall, or you can mail the completed survey to the Central Massachusetts Regional Planning Commission in the self-addressed envelope provided. Please return the survey by May 8th so that we can begin to analyze the results and include your ideas in the Plan.

This project is important to the Town's future and should be of concern to you. Thank you for your assistance with this critical project.

The Hopedale Master Plan Committee			
Michael A. Farrer <i>Chairman, Master Plan Committee</i>		Craig Travers <i>Chairman, Planning Board</i>	
Services	Land Use	Economic Development	Housing
Michael Milanoski*	Kevin Doyle*	Al Sparling*	Brian Main*
Jeanne Hoey	Mike Farrer	Tom Anderson	Joe Oronato
Craig Travers		Chris Burke	Joanne Dutra
Gary Sams		Joseph Memfi	Helen Crossman
		Chris Doyle-Burke	
		Joseph Sweet	
* Subcommittee Chairman			

## FACTS ABOUT HOPEDALE

	1960	1970	1980	1990	Change: 1960-1990	
					Number	Percent
Population	3987	4292	3905	5666	1679	42.1%
Housing Units	1230	1312	1370	2060	830	67.5%

Median Price of a Single Family (1/1/89 to 11/15/91): \$166,500  
 Median Price of a Condominium (1/1/89 to 11/15/91): \$108,000

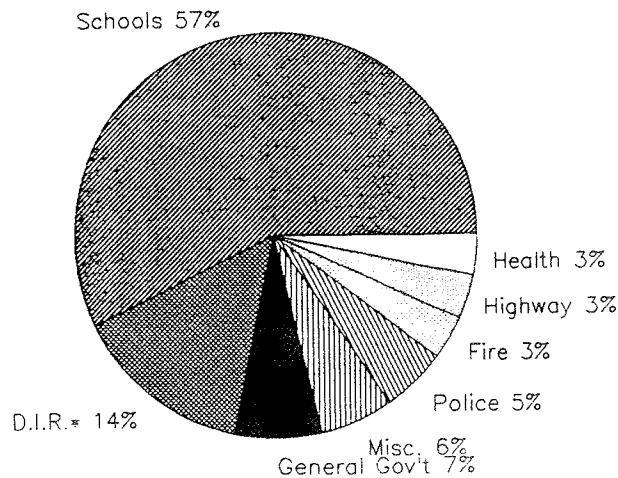
<u>Units in Structure (1990)</u>	<u>Number</u>	<u>Percent</u>
Single Family Detached:	1,154	56.0%
Single Family Attached:	407	19.8%
Two to Four Units:	335	16.3%
Five or More:	114	5.5%
Other	50	2.4%

<u>Occupancy (1990)</u>	<u>Number</u>	<u>Percent</u>
Owner Occupied:	1,546	78.2%
Renter Occupied:	432	21.8%

### 1982-1990 Resident Employment:

	1982	1984	1986	1988	1990	Change 1982-1990	
						Number	Percent
	984	1421	1828	1652	1526	542	55.1%

## Town of Hopedale 1992 Budget \$6,544,299



\*D.I.R. Debt, Insurance & Retirement

Received from Financial Committee 3/92

## ECONOMIC DEVELOPMENT QUESTIONS

### 1. How do you rate Hopedale on the following items:

	Excellent	Good	Fair	Poor	Unsure
Number of retail stores:	5.6	10.8	13.1	69.0	1.4
Retail items available (clothing, groceries, hardware, etc.)	5.7	7.5	9.0	75.8	1.9
Current local industry	3.2	4.7	27.6	58.1	5.1
Industrial development efforts	2.8	6.1	25.8	55.9	9.4
Retail development efforts	4.3	4.8	19.3	61.8	9.7
Zoning By-Laws	4.0	18.8	33.6	20.2	23.3
Land Use Planning	0.4	14.6	25.9	28.8	30.2

### 2. What is your opinion on the direction of future change each of the following should take in Hopedale?

	Increase	Decrease	No Change
Population Growth:	19.7	11.2	69.1
Recreation Facilities:	51.6	1.8	46.6
Industrial Development:	78.2	4.9	16.9
Retail Development:	70.2	4.6	25.2
Residential Development:	19.9	18.9	66.0

*Please add any comments you might have:*

***For questions 3 and 4, check as many responses as you believe apply:***

### 3. What do you see as the major benefit(s) of encouraging business/industrial development in Hopedale:

58.1 More in-town jobs	72.5 More tax revenues to help ease residential tax burden
42.4 More retail stores	56.8 More tax revenues to help maintain current services
30.6 More services	51.5 More tax revenues to help improve services
Other (Please specify):	

### 4. What do you see as the major problem(s)/costs(s) of encouraging economic development in Hopedale?

34.1 More automobile traffic	42.4 Changing the basic character of Hopedale
38.0 More truck traffic	44.1 Environmental problems:
Other (Please specify):	

### 5. If the Town were to encourage the development of land currently zoned for business, I would be:

53.6 Strongly in favor of this	5.4 Somewhat opposed to this	9.9 Unsure
24.8 Somewhat in favor of this	6.3 Strongly opposed to this	

### 6. If the Town were to encourage the development of land currently zoned as industrial, I would be:

47.7 Strongly in favor of this	5.0 Somewhat opposed to this	11.3 Unsure
30.2 Somewhat in favor of this	5.9 Strongly opposed to this	

7. Would you support the rezoning of land currently zoned as residential for:			
	Yes	No	Unsure
Manufacturing	21.1	62.4	16.5
Light Industry	29.5	47.3	13.2
Commercial Use	35.7	46.9	17.3
Office & Professional	58.2	30.1	11.7
Retail Use	46.2	37.6	16.2

8. For each of the following areas of Hopedale, which type(s) of business development would you favor:						
	Manufacturing	Light Industry	Commercial	Office & Professional	Retail	None
Route 16	11.4	17.5	25.3	43.2	44.5	14.8
South Route 140	17.9	35.4	35.8	38.9	36.2	11.8
North Route 140	20.5	32.3	34.1	41.5	38.9	10.0
Airport	40.2	62.9	38.9	32.3	21.0	4.8
Draper Complex	55.0	52.8	39.7	47.6	46.3	4.4
Other (Please specify):						

9. Would you approve the use of Town funds to upgrade our existing infrastructure (roads, sewer and water) to attract new business or industry if it meant increasing your taxes?			
20.3	Yes, but only up to a 5% increase	1.9	Yes, but only up to a 20% increase
12.7	Yes, but only up to a 10% increase	23.1	Yes, if funded from current revenues
1.9	Yes, but only up to a 15% increase	40.1	No

10. What use do you think the Town should encourage for the Draper buildings?	
17.5	Low and Moderate Income Family Housing
31.4	Elderly Housing
17.9	Market-Rate Housing
59.8	Commercial Development
55.9	Industrial Development
	Other (Please specify):

## SERVICES AND FACILITIES QUESTIONS

11. Would you support user fees for the following services:			
	Yes	No	Unsure
Trash Pick-Up	20.7	70.1	8.8
School Bus Transportation	37.9	55.0	7.1
Other (Please specify):			

12. Would you support regionalization of the following services:			
	Yes	No	Unsure
Fire	60.9	33.2	5.9
Police	67.4	26.1	6.4
Recreation	57.2	35.1	7.7
Road/Highway Maintenance	71.2	21.4	7.4
Schools	72.5	24.0	5.7



The percentages of the Town's budget devoted to various departments is shown in the pie chart on page 2. Do you think the percentage of the budget for each department should ...

	Increase	Decrease	Stay the Same
General Government	36.5	7.7	55.8
Health	3.5	43.9	52.5
Education	14.0	20.5	65.5
Other	16.3	12.2	71.4
Private	21.9	29.4	48.9
Government (less than 0.5%)	38.5	5.5	56.0
Others	23.0	36.8	40.2

**How do you rate the services provided by each town department?**

	Excellent	Good	Fair	Poor
Overall Government	42.7	53.4	3.9	0.1
Health	10.0	41.8	37.3	10.9
Economy	9.5	55.9	30.7	3.9
Education	21.0	57.1	18.5	3.4
Environment	14.9	44.7	25.0	15.4
Foreign Policy (less than 0.5%)	7.1	51.0	33.8	8.1
Other	10.9	55.7	27.9	5.5

Recognizing that several public buildings in Hopedale are in need of repair, please rank them in the order in which you would like to see repairs done. Start with 1 as your highest priority.

- |   |                        |   |                    |
|---|------------------------|---|--------------------|
| 1 | High School            | 5 | Library            |
| 2 | Memorial School        | 3 | Park Street School |
| 4 | Public Safety Building | 6 | Town Hall          |

	Yes	No	Unsure
<b>Would you support higher taxes to complete such repairs?</b>	15.8	56.9	27.3

Would you support an expanded recycling program?	78.8	13.8	7.4
--	------	------	-----

<b>Would you participate in a Household Hazardous Waste Day? (Such materials include oil based paints, solvents, pesticides, etc.)</b>	<b>84.9</b>	<b>8.7</b>	<b>6.4</b>
--	-------------	------------	------------

On a scale from 1 to 10 how would you rate the school system's academic curriculum? Check One.

[ ]2 [ ]3 [ ]4 [ ]5 [ ]6 [ ]7 [ ]8 [ ]9 [ ]10 or [ ]Unsure  
Average Superior

**Would you be willing to participate in a Work Day at public facilities to save tax dollars?**

71.3 Yes      28.7 No

**5. In which area you would be willing to volunteer:**

Schools ☐ Library ☐ Roadside Trash Pick-Up ☐ Parks & Ballfields ☐  
 O' (Please specify): If yes, which one:

## LAND USE QUESTIONS

**21. At present, the mix of land uses in Hopedale is as follows:**

**46% Residential**

**35% Vacant (includes parks, forests, ponds)**

**7% Public Uses (schools, Town Hall)**

**12% Commercial & Industrial**

**If you feel these percentages should change, what breakdown would you like to see?**

\_\_\_\_\_ % Residential \_\_\_\_\_ % Vacant \_\_\_\_\_ % Public Uses \_\_\_\_\_ % Commercial and Industrial

**22. Rank the following land uses according to the priority you feel they should be assigned for future development or redevelopment. Start with 1 as your highest priority.**

- |   |                                   |
|---|-----------------------------------|
| 8 Detached Single Family Homes                      | 5 Manufacturing                   |
| 10 Attached Units, i.e. Condominiums                | 9 Municipal Services              |
| 4 Active Recreation (ballfields, playgrounds, etc.) | 3 Professional Offices            |
| 7 Passive Recreation (hiking, picnicking, etc.)     | 2 Retail and Other Services       |
| 1 Light Industry and Warehousing                    | 6 Conservation/Wildlife Preserves |

**23. In which part of Town do you live?**

- ☐ North (Parklands to Upton Line)
- ☐ Central (Draper Complex to Greene St.)
- ☐ South (Mill St. to Mendon Line)

**24. What would you like to see more or less of in your area?**

	More	Less	Stay the Same
Residential	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commercial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Industrial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Yes	No	Unsure
<b>25. Are you in favor of allowing bed and breakfasts &amp; inns?</b>	79.3	13.5	7.2
<b>26. Are you in favor of expanding allowable home occupations? (Currently, only offices for professional and clerical use are allowed in some residential areas.)</b>	56.3	30.2	13.5
<b>27. Do you think the Town should require major developments to pay fees to offset the projected costs they impose on Town services?</b>	76.4	8.5	15.1
<b>28. Should Hopedale take measures to control future growth?</b>	79.8	13.1	7.1
<i>If yes, how should the Town control or regulate growth:</i>			
61.2 Restricting the number of new single family homes			
82.3 Restricting the number of new multiple family units			
24.7 Restricting industrial/commercial development			
33.5 Adopting more restrictive zoning regulations			
25.3 Limiting water/sewer hookups			
<input type="checkbox"/> Other (Please specify):			

## HOUSING QUESTIONS

<b>29. Do you feel the Town should actively pursue ways to provide housing for:</b>			
	Yes	No	Unsure
Low and Moderate Income Families?	34.3	48.1	17.6
Elderly Households	69.3	16.7	14.0

	Yes	No	Unsure
<b>30. Do you favor zoning incentives that would allow for new construction or the conversion of existing buildings, in order to provide housing for low and moderate income households?</b>	37.2	45.9	17.0
<b>31. Do you favor allowing in-law apartments in single family districts?</b>	76.3	17.9	5.8
<b>32. Do you feel your home's equity has grown as anticipated in comparison with neighboring towns?</b>	20.8	57.9	21.3

<b>33. Do you favor development of vacant Town property for:</b>	Yes	No	Unsure
Low and Moderate Income Family Housing	27.6	59.7	12.7
Elderly Housing	65.8	23.6	10.6
Market-Rate Housing	25.6	55.7	18.7
Commercial Development	61.0	29.2	9.7
Industrial Development	62.4	28.4	9.1
Other (Please specify):			

## GENERAL COMMENTS

<b>34. Please list any other comments or concerns you may have regarding the future development of Hopedale. If necessary, use another sheet of paper.</b>

## DEMOGRAPHICS

*These OPTIONAL questions are included to allow for statistical analysis of responses.*

<b>35. Age:</b> _____	<b>35. Sex:</b> 57.9 Male    42.1 Female	<b>36. Do you:</b> 94.7 Own    5.3 Rent
<b>36. What type of unit do you live in?</b>		
69.5 Single family home	15.0 Two or three family home	
1.9 Apartment	13.6 Condominium	
0.0 Other		
<b>37. How long have you lived in Hopedale?</b>		
15.4 Less than 5 years	12.2 10 to 20 years	
27.6 5 to 10 years	44.8 Over 20 years	

## RESULTS OF SURVEY QUESTIONS 19 - 24

19. On a scale from 1 to 10, how would you rate the school system's academic curriculum? Check one. (1 is poor, 10 superior)

1. 3.9%	6. 11.0%	Unsure: 28.4%
2. 1.9%	7. 15.6%	
3. 3.4%	8. 17.5%	
4. 7.1%	9. 5.2%	
5. 26.6%	10. 2.6%	

These percentages are based upon those respondents who chose a rating; the Unsure responses were not included.

20. Would you be willing to participate in a Work Day at public facilities to save tax dollars?

Yes: 71.3%      No: 28.7%

For those who responded Yes, the number of responses for each type of facility were:

Schools	89	Parks and Ballfields	63
Library	63	Roadside Trash Pick-up	46

21. At present, the mix of land uses in Hopedale is as follows:

46% Residential	35% Vacant
7% Public Uses	12% Commercial and Industrial

If you feel these percentages should change, what breakdown would you like to see?

### Residential

Keep at 46%:	25	(33.8%)
Respondents specifying a lower number:	23	(31.1%)
Respondents specifying a higher number:	26	(35.1%)
Average percentage of all responses:		45.64%

### Vacant

Keep at 35%:	15	(20.3%)
Respondents specifying a lower number:	55	(74.3%)
Respondents specifying a higher number:	4	(5.4%)
Average percentage of all responses:		24.54%

### Public Uses

Keep at 7%:	38	(51.4%)
Respondents specifying a lower number:	9	(12.2%)
Respondents specifying a higher number:	27	(36.5%)
Average percentage of all responses:		7.82%

### Commercial and Industrial

Keep at 12%: 4 (5.1%)  
Respondents specifying a lower number: 6 (7.6%)  
Respondents specifying a higher number: 69 (87.3%)  
Average percentage of all responses: 22.08%

22. Rank the following land uses according to the priority you feel they should be assigned for future development or redevelopment. Start with 1 as your highest priority.

The average scores and each item's rank is presented below:

<u>Land Uses</u>	<u>Average</u>	<u>Rank</u>
Light Industry and Warehousing	3.68	1
Retail and Other Services	4.35	2
Professional Offices	4.38	3
Active Recreation	4.86	4
Manufacturing	4.89	5
Conservation/Wildlife Preserves	4.99	6
Passive Recreation	5.13	7
Detached Single Family Homes	6.09	8
Municipal Services	6.51	9
Attached Units	6.93	10

23. In which part of Town do you live?

24. What would you like to see more of in your area?

These two questions were answered together, and the percentages of respondents from each section of Town are presented below:

	North %	Central %	South %	Total %
Residential				
More	5.4	9.8	11.0	9.0
Less	8.9	11.5	6.1	8.5
Same	85.7	78.7	82.9	82.4
Commercial				
More	39.1	57.7	30.7	41.0
Less	10.9	3.8	4.0	5.8
Same	50.0	38.5	65.3	53.2
Industrial				
More	31.1	49.1	20.2	32.2
Less	15.6	3.6	4.1	6.9
Same	53.3	47.3	75.7	60.9

